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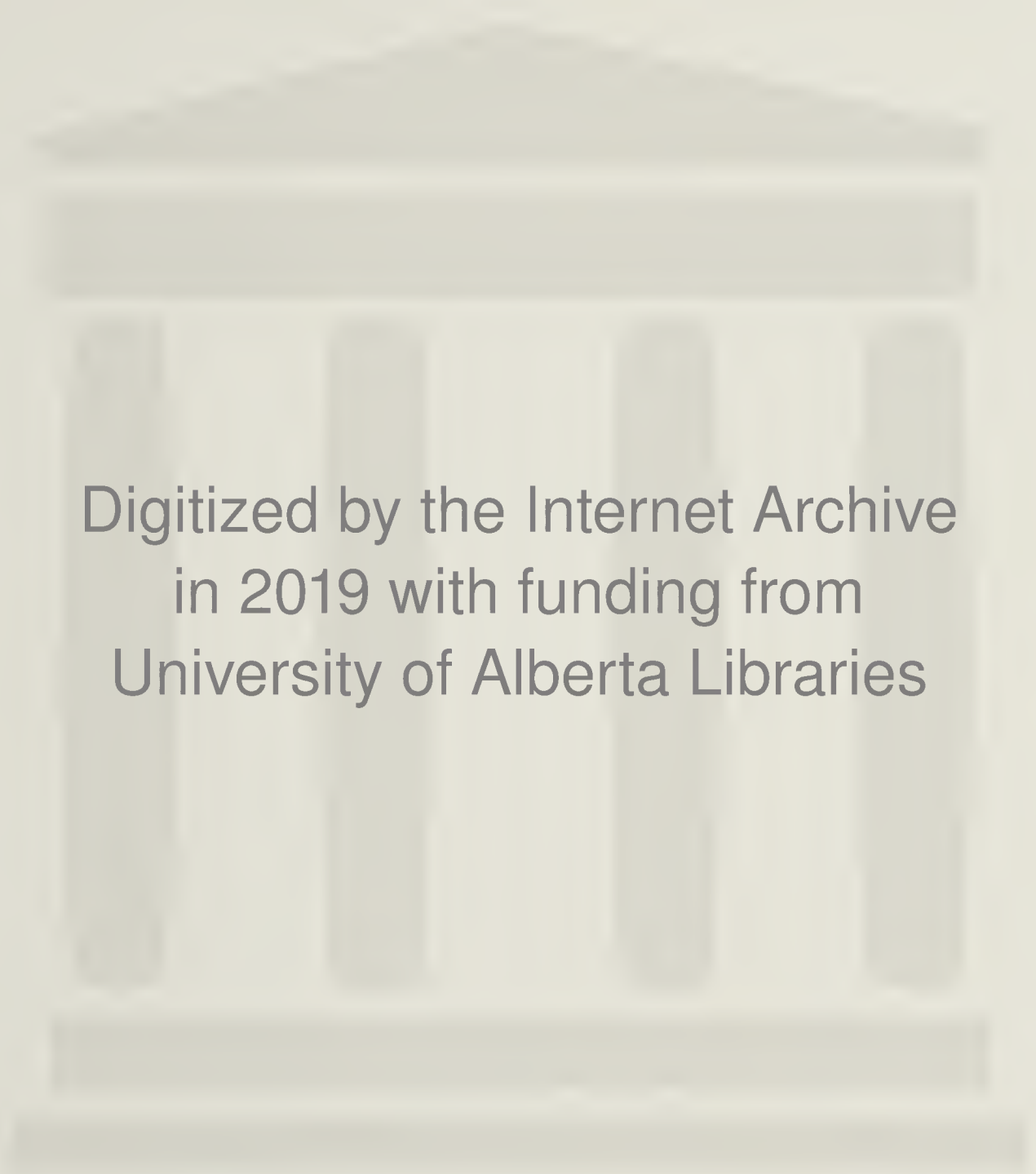
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VOLUME TWO

VOLUME TWO

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PART D

THE CONDITIONS OF EMPLOYMENT

PREFACE TO PART D

One of the problems confronting departments of education in Canadian provinces is that of attracting capable personnel to the public service, and of providing in so far as possible, the conditions under which they can do their best work. The importance of good employment and service conditions in securing and retaining competent personnel must be obvious. Even the best methods of recruitment fall short of their objective unless capable appointees find the conditions of employment sufficiently attractive to warrant remaining in the service.

During recent decades increased attention has been focused upon the working conditions for professional employees in education. Much of this emphasis can be traced to the achievements of labour unions in negotiating with business and industry. During the past half century, and especially since 1930, these unions have made great strides towards improving the working conditions of their employees.

What is the position of Canadian school superintendents and inspectors as far as working conditions are concerned? It would appear that employment conditions are attractive to the individual when work loads are considered reasonable, when salaries are commensurate with the work load required, when suitable provision is made for annual vacations, and when satisfactory provisions for

retirement are made available. The purpose of the five chapters in this section, therefore, is to examine the general policies and practices of the various departments of education with respect to these employment conditions which are discussed in the following order:

1. Work load
2. Salaries
3. Annual vacation
4. Retirement and pension provisions
5. Educational leave

CHAPTER XII

THE WORK LOAD OF SUPERINTENDENTS

It is generally agreed that the factors which are most easily recognized as affecting the work load of a superintendent are the geographical size of the superintendency; the number of teachers whom the superintendent must supervise; the amount of professional assistance available to him; the number of school boards to be served; the number of operating schools and the distances involved in contacting such schools. The purpose of this chapter is to examine in some detail these factors.

I. GEOGRAPHICAL SIZE OF THE SUPERINTENDENCY

It is obvious that a superintendency which is within the confines of a compact urban area is much more convenient from the point of view of transportation than is a superintendency which extends over a wide area in a sparsely settled section of the province. When considering classroom visitation, for example, it is obvious that it requires much more time and effort to visit fifty teachers in scattered rural one-room schools than it does to visit the same number of teachers in large urban schools. Superintendency size is therefore an extremely important factor affecting the work load of a superintendent.

In the Questionnaire, superintendents were asked to report on the geographical size of their superintendencies, and these

ranged in area from five square miles to 130,000 square miles, with the majority being 5,000 square miles or less.

In Table XXXVII are the reported frequencies for the area in square miles of the various superintendencies. The median superintendency size ranged from a low of 472 square miles in Newfoundland (where it must be remembered that much of the travelling has to be done by boat), to a high of 3,865 square miles in Saskatchewan. A total of 34.1 per cent of all respondents reported their superintendencies as being between 1,001 and 5,000 square miles in area. It would appear that while approximately three-quarters (75.5 per cent) of the superintendencies were less than 5,000 square miles in size, there were, in all nine provinces, many superintendents whose superintendencies exceeded 5,000 square miles in size (British Columbia 29.7 per cent; Alberta 33.3 per cent; Saskatchewan 31.3 per cent; Ontario 22.7 per cent and Nova Scotia 21.4 per cent). However, it must be remembered that in the provinces of Alberta, Saskatchewan and Ontario, particularly, the greater majority of inspectors falling into this later category were those designated as high school inspectors, who, as such, were responsible for inspection of high schools only in their district, region, or zone. Some idea of the existing variation in superintendency size may be gained from the following comments of respondents from two different provinces. These comments have been chosen as contrasting examples.

TABLE XXXVII

SUPERINTENDENCY AREA

Area in Square Miles	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Under 10	2.1		2.3		1.0					0.9
11 - 20	2.1		6.8		6.7					3.7
21 - 100	10.6	1.6	15.9		11.9	8.3			11.8	8.4
101 - 500	23.4	1.6	13.6		23.3			28.6	41.2	15.5
501 - 1,000	14.9	7.9	3.0	13.6	16.1	16.7	21.4	42.9	5.9	12.9
1,001 - 5,000	17.0	54.0	65.7	36.4	18.1	66.7	57.1	14.3	23.5	34.1
5,001 - 10,000	6.4	7.9	3.0		4.1		7.1	14.3	17.6	5.0
10,001 - 20,000	17.0	14.3	10.4	2.3	3.1					6.7
21,001 - 50,000	2.1	4.8	13.4	6.8	3.6	8.3	14.3			5.6
50,001 - 100,000		6.3		2.3	1.0					1.5
100,001 - or more	4.2		4.5		10.9					5.6
Question not applicable		1.6								0.2
*Median size in square miles	893	3,825	3,865	918	718	2,500	3,000	750	472	2,014
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Medians have been expressed to the nearest whole number

From British Columbia:

My superintendency comprises all British Columbia north of the Peace River starting at Taylor and ending at Mile 48 Haines Road near Haines, Alaska.

From Newfoundland:

My inspectorate extends along the coastline for approximately 400 miles.

II. MILES TRAVELLED BY SUPERINTENDENTS IN THE COURSE OF THEIR DUTIES

Superintendents were asked the question, "How many miles do you travel in the course of your duties as superintendent or inspector in an average school year?" Table XXXVIII illustrates these data.

While 87.3 per cent of the superintendents reported that they travelled more than 5,000 miles, almost half (47.8 per cent) of them indicated that they travelled 10,000 miles or more, and comparatively few (12.8 per cent) of the superintendents reported travelling less than 5,000 miles. The estimated median number of miles travelled by superintendents in the various provinces ranged from a low of 6,625 to a high of 13,571. For superintendents as a whole the median number of miles travelled in an average year was 9,760.

It would appear from an examination of Tables XXXVII and XXXVIII that there tended to be a positive, but not a one-to-one relationship, between the mileage travelled and the land area of the superintendency. Some of those supervising small areas

TABLE XXXVIII

REPORTED MILEAGE TRAVELLED YEARLY BY SUPERINTENDENTS IN THE COURSE OF THEIR DUTIES

Number of Miles	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Less than 500				2.3	0.5					0.4
500 - 999				2.3						0.2
1,000 - 1,999	2.1	1.6	3.0	2.3	2.1				5.9	2.2
2,000 - 2,999				4.5	2.6			14.3	11.8	2.2
3,000 - 3,999				6.8	3.6	8.3				2.4
4,000 - 4,999	10.6	1.6		11.4	5.2		7.1		17.6	5.4
5,000 - 7,599	21.3	15.9	3.0	11.4	26.2	8.3			23.5	17.9
7,600 - 9,999	19.1	31.8	22.4	11.4	20.7	25.0	7.1	42.9	29.4	21.8
10,000 - 14,999	34.0	36.5	62.7	34.1	30.1	50.0	50.0	42.9	11.8	37.1
15,000 - 19,999	4.2	7.9	7.5	13.6	5.2	8.3	21.4			6.9
More than 20,000	8.5	4.8	1.5		3.6		14.3			3.7
*Median number of miles travelled	9,600	9,940	11,726	9,520	8,937	10,333	13,571	9,600	6,625	9,760
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Medians have been expressed to the nearest whole number

travelled greater distances than others supervising appreciably larger areas. Obviously, such factors as the extent of any unpopulated area and the number of schools within any one superintendency affect the distances travelled.

Mileage travelled, however, does not indicate the amount of time superintendents spend in travel, because road and weather conditions differ greatly in the various school areas of the nine provinces. It would appear that not all of the schools in certain superintendencies can be reached at any time of the year. Many superintendencies include schools that cannot be reached under unfavourable conditions. In certain provinces there are schools that cannot be reached where air travel is prevented by bad weather, while others are in the same position with regard to water travel. Many schools cannot be reached by road either during the spring thaw or after a heavy rainfall. In some school areas, superintendents travel to remote, rural schools under conditions that are arduous and at times hazardous. The following comment appearing on the questionnaire of a Newfoundland supervising inspector was of interest in this regard:

My method of travel may interest you -- automobile, truck, aeroplane, motor-boat, snowmobile, dog-team, and I have even travelled by tractor. Quite a variety of speeds don't you think?

III. THE NUMBER OF SCHOOLS PER SUPERINTENDENCY

There were extreme differences in the median number of schools

per superintendency as reported by the various respondents. Table XXXIX illustrates these differences.

While the median number of schools per inspectorate from across Canada was found to be 36, the medians ranged from a low of 17 in Alberta to a high of 75 in the provinces of New Brunswick and Nova Scotia. While the median number of schools in these two last provinces was high, it must be realized that in New Brunswick and Nova Scotia, particularly, the great majority of the inspectors have assistants or supervisors to assist them. In Prince Edward Island, on the other hand, where the median number of schools per superintendency was 71, superintendents operate with no supervisory assistants whatsoever. In Alberta, 73.0 per cent of the superintendents have 20 or fewer schools under their jurisdiction, and in this province all the respondents with more than 40 schools under their supervision were high school inspectors, whose function is largely one of inspection. Again, in Saskatchewan and Ontario it was the high school inspectors only that had any more than 75 schools within their inspectorate areas.

IV. THE NUMBER OF ONE-ROOM SCHOOLS PER SUPERINTENDENCY

In order to illustrate the number of one-room schools that were in operation in the 1961 year, Table XL was prepared. Although 20.5 per cent of the superintendents reported that there were no one-room schools in their superintendencies at all,

TABLE XXXIX

NUMBER OF SCHOOLS PER SUPERINTENDENCY

Number of Schools	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
0 - 5		1.6					0.2
6 - 10	2.1	12.7		4.5	2.1		3.2
11 - 20	25.5	58.7	11.9	22.7	15.5		20.9
21 - 30	36.2	12.7	37.3	6.8	25.9	7.1	22.6
31 - 40	17.0	1.6	19.0	18.2	19.7		16.4
41 - 50	14.9	3.2	7.5	13.6	15.5	8.3	12.7
51 - 75	4.2	4.8	14.9	29.5	10.9	41.7	13.6
76 - 100		3.2	9.0	4.5	3.6	16.7	5.4
101 - 150			1.5		0.5	16.7	1.5
151 or more					6.2	16.7	3.2
Question not applicable		1.6					0.2
*Median number of schools	27	17	31	39	34	75	36
Total number of respondents	47	63	67	44	193	12	464

* Medians have been expressed to the nearest whole number

THE NUMBER OF ONE-ROOM SCHOOLS PER SUPERINTENDENCY

Number of One Room Schools	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	17.0	28.6	9.0	27.3	26.4					20.5
1 - 4	38.3	47.6	9.0	4.5	14.5		7.1	5.9		18.5
5 - 9	25.6	15.9	9.0	6.8	10.9		7.1	11.8		11.9
10 - 14	6.4	3.2	13.4	4.5	9.3		7.1	35.3		8.8
15 - 19	8.5	1.6	22.4	2.3	5.7	25.0	7.1	11.8		8.2
20 - 24			6.0	9.1	7.3		14.3	17.6		5.8
25 - 29	4.2		11.9	4.5	2.1	8.3	7.1	11.8		4.5
30 - 34				2.3	8.8			14.3		4.1
35 - 39			3.0	6.8	1.6		14.3	14.3		2.2
40 - 44			1.5	9.1	2.6	8.3		5.9		2.6
45 - 49			6.0	4.5	3.1	8.3	21.4			3.4
50 or more			7.5	18.2	5.2	50.0	14.3	71.4		7.8
Question not applicable		1.6								0.2
Question not answered		1.6	1.5		2.6					1.5
*Median number of one-room schools	4	2	17	22	8	50	32	66	14	9
Total number of respondents	47	63	67	44	193	12	14	7	17	464

* Medians have been expressed to the nearest whole number

approximately two-fifths of these were secondary school inspectors from Alberta, Saskatchewan and Ontario. Another 77.8 per cent reported having one or more one-room schools in their inspectorates and these ranged in number from 1 to 170.

There were extreme differences in the number of one-room schools reported. The median number of one-room schools per superintendency ranged from a low of two in Alberta, to a high of 50 in New Brunswick. In Alberta and British Columbia, 76.2 per cent and 55.3 per cent of the superintendents respectively had less than five such one-room schools in operation in their superintendencies, and in Alberta, there were only three superintendents with more than ten such one-room schools. On the other hand, in New Brunswick, Nova Scotia and Prince Edward Island the percentages of inspectors with more than thirty such one-room schools in their inspectorates were 66.7, 50.0 and 85.7 respectively. A total of 7.8 per cent of the superintendency force participating in this study reported having more than 50 one-room schools within their jurisdiction and the numbers of these such schools ranged from 55 to 170. While 71.4 per cent of the superintendents in Prince Edward Island found themselves with more than fifty such schools, so did 50.0 per cent of the New Brunswick staff. With such large numbers of one-room schools per superintendency in certain provinces adequate supervision must be very difficult.

V. THE NUMBER OF TEACHERS PER SUPERINTENDENCY

Because the superintendent has as one of his main tasks the supervision of the teachers in his district, it would appear that the responsibility of the respondents included in this study varied considerably as a result of the wide range in the number of these professional employees in each superintendency. For this reason, the inclusion of these data may be significant.

It would appear rather obvious that, other things being equal, the amount of work required of a superintendent will vary directly with the number of teachers, in his charge. This one factor is sometimes used as a yardstick for measuring a superintendent's load, but by itself, it is far from accurate as a measure for that purpose. The number of teachers assigned to any one superintendent is indeed an important consideration, but in order to get a true picture of the situation, it must be considered along with other factors involved.

Table XLI shows the wide variation in the numbers of teachers employed in the different superintendencies. As evidenced in this table, the total number of teachers supervised by each inspector varied considerably both from province to province as well as within each province itself. While the median number of teachers per superintendency across Canada was found to be 146, the provincial medians ranged from a low of 94 in Prince Edward Island, to a high of 272 in New Brunswick. In British Columbia, 25.5 per cent of the

TABLE XLI

THE NUMBER OF TEACHERS PER SUPERINTENDENCY

Number of Teachers	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
51 - 100	2.1	25.4	37.3	11.4	16.1	7.1	57.1	41.2	19.4	
101 - 150	23.4	44.4	46.3	45.5	45.1	14.3	42.9	35.3	40.5	
151 - 200	29.8	14.3	6.0	15.9	20.7	8.3	7.1	17.6	17.0	
201 - 300	27.7	6.3	7.5	18.2	5.2	58.3	42.9	5.9	11.6	
301 - 500	2.1	6.3	3.0	9.1	2.1	16.7	21.4		4.3	
501 - 750	8.5	1.6			3.6	16.7			3.0	
751 - 1,000	6.4				2.6				1.7	
More than 1,000					4.7				2.2	
Question not applicable		1.6							0.2	
*Median number of teachers	192	127	114	143	138	272	250	94	113	146
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Medians have been expressed to the nearest whole number

superintendents had 150 or less teachers, while in Alberta and Saskatchewan the percentages with this number of teachers or less were 69.9 and 83.6 respectively. In Prince Edward Island, 100.0 per cent of the superintendents were in this category, while in Newfoundland this percentage was 76.5. On the other hand, in British Columbia, 44.7 per cent of the superintendents had more than 200 teachers under their supervision, and in New Brunswick and Nova Scotia the percentages in this category were 91.7 and 64.3 respectively. Comparatively few inspectorates in the other provinces fell into this category.

In Alberta, Saskatchewan and Ontario it was found that the inspectorates with more than 300 teachers were almost invariably those held by secondary school inspectors, where, as already indicated, the emphasis in function tended to be largely one of inspection only. In the provinces of British Columbia, New Brunswick and Nova Scotia (where the teacher-superintendent ratio is particularly high) it must be remembered that it is common practice for the superintendent to have one or more assistants.

VI. THE NUMBER OF PRINCIPALS PER SUPERINTENDENCY

Conveying somewhat comparable information to that of Table XLI are the data presented in Table XLII. For the purposes of this table, however, only those designated as principals in charge of schools with two rooms or more were included. Principals of

TABLE XLII

THE NUMBER OF PRINCIPALS PER SUPERINTENDENCY

Number of Principals	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. Nfld. TOTAL
2 - 5		1.6	3.0		1.0		1.1
6 - 10	10.6	33.3	23.9	13.6	13.5	8.3	14.3 5.9 16.6
11 - 15	29.8	36.5	43.3	52.3	23.3	16.7	21.4 42.9 5.9 31.0
16 - 20	17.0	11.1	19.0	25.0	30.1	8.3	21.4 14.3 17.6 22.4
21 - 30	27.7	6.3	3.0	9.1	17.1	33.3	21.4 14.3 47.1 15.5
31 - 50	12.8	3.2			8.3	33.3	35.7 14.3 23.5 8.0
51 - 100	2.1	7.9	7.5		0.5		2.6
101 or more					6.2		2.8
*Median number of principals	18	13	13	14	17	25	24 14 25 18
Total number of respondents	47	63	67	44	193	12	14 7 17 464

*Medians have been expressed to the nearest whole number

one-room schools do not therefore appear in these data.

The median number of principals per superintendency from across Canada was found to be 18 and the provincial medians ranged from a low of 13 in Alberta and Saskatchewan, to a high of 25 in New Brunswick and Newfoundland. A total of 48.7 per cent of the respondents indicated that they had 15 or fewer principals in their superintendencies, while another 13.4 per cent reported having more than thirty. Of the 5.4 per cent who reported more than 50 principals, all but one were secondary school inspectors in the provinces of Alberta, Saskatchewan and Ontario.

Comparing the data of Tables XLI and XLII it became evident that a large percentage of the schools in many provinces were of the one-room type and in the Maritimes, in particular, this was certainly the case.

VII. THE NUMBER OF SCHOOL BOARDS PER SUPERINTENDENCY

One of the factors which must be taken into consideration in any study of the superintendent's work load is the number of school boards with which he must work. The superintendent in a school district is usually the liaison officer between the Department of Education and the local school board. In one superintendency there may be a large number of school boards and in another, a relatively small number. It seems logical to assume that the superintendent in the former district would be required to devote much more time in negotiating with and advising school boards than

would the superintendent in the latter.

Table XLIII presents data on the number of school boards represented in the various superintendencies, and it appeared that great variations existed among the provinces. While in British Columbia and Alberta the majority of superintendents were dealing with one, or at the most, two school boards, in the other provinces the median number of boards to which the superintendent was responsible ranged from a low of 6 in Nova Scotia, to more than 50 in Prince Edward Island. The median number for Canada was found to be 21.

While 13.4 per cent of the superintendents reported that they dealt with one board only, and another 7.5 per cent that they worked with two boards, 43.9 per cent were dealing with more than twenty school boards. In this latter category were found 80.7 per cent of the Saskatchewan superintendents, 52.2 per cent of the Ontario inspectors, 75.0 per cent of the New Brunswick superintendents, and 100.0 per cent of the Prince Edward Island staff. In such inspectorates where the number of school boards is very large, it is obviously impossible for the inspector to meet each school board very often. In such cases it is impractical to expect the inspector to be in close contact with the business transacted at school board meetings and to act as technical advisor to the board members in the deliberations. Broadly speaking, the larger the number of boards with which an inspector has to negotiate, the greater are the demands upon his time.

TABLE XLIII

THE NUMBER OF SCHOOL BOARDS PER SUPERINTENDENCY

Number of School Boards	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.
One	48.9	25.4		20.5	6.7			
Two	27.7	25.4			2.6		7.1	
Three	17.0	15.9		2.3	2.1		7.1	
Four	4.2	11.1		2.3	0.5		21.4	
5 - 10	2.1	7.9	1.5	4.5	8.8	8.3		
11 - 20		11.1	19.0	6.8	26.9	16.7	35.7	
21 - 30		1.6	25.4	13.6	25.9	16.7	14.3	
31 - 40			9.0	11.4	9.3	8.3	7.1	
41 - 50			6.0	15.9	6.7	8.3	7.1	28.6
51 or more			40.3	22.7	10.3	41.7		71.4
Question not applicable		1.6						
*Median number of boards	1	2	36	31	21	40	6	51+
Total number of respondents	47	63	67	44	193	12	14	7

*Medians have been expressed to the nearest whole number

Table XLIII indicates that the median number of school boards per superintendency varied from a low of one in British Columbia, to a high of more than 50 in Prince Edward Island. These figures in themselves, however, do not present the whole picture. In certain provinces such as British Columbia, Alberta, Saskatchewan, and Manitoba in recent years many larger units of administration have been established. In these provinces, in particular, the majority of superintendents reported that their work tended to be predominantly with the one large unit board. It was only on odd occasions that they were called upon to assist the smaller local district boards, operating within their larger unit area.

VIII. THE NUMBER OF EVENING MEETINGS ATTENDED BY SUPERINTENDENTS

It would seem that the superintendent must be available at all reasonable hours for consultation with parents and trustees. He must also be available for meetings of teacher groups and home and school associations, for trustee board meetings, and for a variety of quasi-educational meetings. Frequently this duty requires not only the time of the meetings or interviews, but also a considerable number of hours spent in travel.

Some idea of the number of meetings attended by superintendents of schools is given in Table XLIV. The table shows that the median number of meetings attended each month was five. However, 35.5 per cent of the superintendents indicated that they attended

TABLE XLIV

THE NUMBER OF EVENING MEETINGS ATTENDED EACH MONTH BY SUPERINTENDENTS

Number of Meetings	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
One		4.8	3.0	2.3	2.1				25.3	3.4
Two	8.5	17.5	4.5	15.9	7.8		7.1		5.9	9.1
Three	14.9	25.4	4.5	6.8	8.3	8.3		42.9	5.9	10.8
Four	21.3	23.8	19.0	13.6	11.4	25.0	21.4	28.6	23.5	16.6
Five	23.4	11.1	13.4	27.3	20.7	16.7	21.4	14.3	5.9	18.5
Six	4.2	6.3	9.0	6.8	5.2	16.7			5.9	6.1
Seven	2.1	4.8	4.5	2.3	4.7				5.9	3.9
Eight	12.8	6.3	20.9	9.1	15.5	16.7	14.3	14.3	11.8	14.0
Nine	4.2		3.0	4.5	1.6					1.9
Ten	4.2		11.9	2.3	9.8	8.3	14.3			7.1
Eleven or more	4.2		7.5	9.1	13.0	8.3	21.4			8.6
*Median number of meetings	4	3	6	4	5	5	5	3	3	5
Total number of respondents	47	63	67	44	193	12	14	7	17	464

*Medians have been expressed as whole numbers

seven or more evening meetings in a month, and 15.7 per cent reported that they attended ten or more. The median number of evening meetings attended each month ranged from a low of three in Alberta, Prince Edward Island and Newfoundland, to a high of six in Saskatchewan.

Several superintendents intimated that the number of meetings they attended was too varied to estimate on a monthly basis, and that therefore they experienced some difficulty in reporting a reliable figure.

IX. THE WORKING HOURS OF SCHOOL SUPERINTENDENTS

It would seem that in addition to adequate staff, a superintendent needs hours of work at least somewhat comparable to those in other professions. The work of the superintendent of schools tends to be a creative one, subject to high expectations and considerable pressures.

In most provinces the official hours of work for Department of Education inspectors of schools are stated as being from 8:30 a.m. until 5:00 p.m., with a lunch period of one and a half hours, although in some provinces this lunch break is stated as being but one, or one and one-quarter hours. The official work week, therefore, for superintendents ranges from a total of thirty-six and one-quarter hours in most provinces, to thirty-seven and a half in others, and this is illustrated in Table XLV.

Data gathered from the individual questionnaires returned, however, revealed a great variation in the total number of hours actually worked by Canadian superintendents and this is illustrated in Table XLVI. The median number of hours worked was found to be 52.1. While 10.6 per cent reported putting in less than 45 hours weekly, another 21.1 per cent indicated that their work week totalled 60 hours or more. For 4.1 per cent, a work week of 70 or more hours was reported.

It appeared during the two summer months when schools were not in session that the superintendent's work schedule became a considerably lighter one. As indicated in Table XLVII, the median number of hours worked per week was found to be 36.0 which represented a considerable decrease from that of the remaining ten months. For the summer months, 26.8 per cent of the superintendents reported that their average working week was less than 30 hours, and 85.0 per cent of the respondents indicated that they put in less than 45 hours. However, 8.2 per cent indicated that they worked 45 or more hours per week during the summer months.

Because 6.9 per cent of the respondents were in their first year of service with their provincial education departments, they were unable to provide this particular information as they had not yet completed a full summer in the position.

X. THE EXTENT TO WHICH SUPERINTENDENTS WORKED ON SATURDAYS

Of the 464 respondents participating in this study, 0.9

TABLE XLVI

THE NUMBER OF ACTUAL HOURS WORKED PER WEEK AS REPORTED BY SUPERINTENDENTS

Number of Hours Worked Per Week	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
35 - 39	2.1				2.1				11.8	1.5
40 - 44	6.4	7.9	4.5	11.4	8.8	25.0	7.1	14.3	23.5	9.1
45 - 49	25.5	23.8	23.9	31.8	20.7	16.7	7.1	42.9	23.5	23.1
50 - 54	25.5	39.7	25.4	15.9	31.6	50.0	28.6	14.3	35.3	30.0
55 - 59	12.8	17.5	13.4	13.6	14.0	8.3	14.3	14.3	5.9	13.8
60 - 64	23.4	6.3	13.4	18.2	13.0		35.7	14.3		13.6
65 - 69	2.1	3.2	6.0	2.3	4.1					3.4
70 - 74		1.6	10.4	2.3	2.6		7.1			3.2
75 or more			3.0		1.0					0.9
Question not answered	2.1			4.5	2.1					1.5
Median number of hours worked	52.4	51.8	53.8	50.9	52.2	50.3	57.0	48.7	47.6	52.1
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE XLVII

THE NUMBER OF HOURS WORKED PER WEEK DURING THE SUMMER WHEN SCHOOLS
ARE NOT IN SESSION, AS REPORTED BY SUPERINTENDENTS

Number of Hours Worked Per Week	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Less than 15			1.5	2.3	5.2	14.3	2.8
16 - 19				6.8	10.4	14.3	5.2
20 - 24		3.2	7.5	6.8	15.5	7.1	42.9 9.5
25 - 29	4.2	3.2		18.2	14.0	14.3	17.6 9.3
30 - 34	4.2	6.3	20.9	13.6	17.1	8.3	14.3 11.8 13.8
35 - 39	27.7	25.4	23.9	11.4	17.6	25.0	21.4 14.3 23.5 20.5
40 - 44	46.8	38.1	28.4	22.7	12.4	25.0	35.7 23.5 23.9
45 - 49	2.1	11.1	7.5	9.1	1.6	14.3	4.7
50 - 54	2.1	1.6	3.0	4.5	0.5	25.0	2.2
55 or more	2.1	1.6	3.0		0.5	8.3	1.3
Information not available	10.6	9.5	4.5	4.5	5.2	8.3	7.1 23.5 6.9
Median number of hours worked	40.4	40.4	38.3	34.5	30.2	42.0	40.0 22.0 36.4 36.0
Total number of respondents	47	63	67	44	193	12	14 7 17 464

per cent intimated that they "never" worked at all on Saturday, while a further 8.4 per cent reported that they "seldom" worked on this day. However, 44.8 per cent stated that they "sometimes" worked on Saturdays, and a further 33.2 per cent reported that they "usually" worked on this day. Another 12.7 per cent reported that they "always" worked on Saturdays. The above information is contained in Table XLVIII.

As illustrated in Table XLIX the median number of hours worked on Saturdays was found to be 2.6. While 64.6 per cent of the superintendents reported working three or less hours on this day, a further 13.3 per cent reported that they worked more than half a day on Saturdays.

XI. THE EXTENT TO WHICH SUPERINTENDENTS WORKED ON SUNDAYS

While only one superintendent indicated that he "always" worked on Sundays, 9.1 per cent stated that they "usually" did so. Another 45.7 per cent reported that they "sometimes" worked on Sundays, and 29.1 per cent indicated that such was done, but "seldom." A further 15.9 per cent of the superintendents reported that they "never" worked on Sundays. Table L contains these data.

The median number of hours worked on Sundays was found to be 1.7. While 15.9 per cent never worked on Sundays, 32.4 per cent worked three or more hours on that day, and another 51.7

TABLE XLVIII

THE EXTENT TO WHICH SUPERINTENDENTS WORKED ON SATURDAYS

Frequency	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Never	4.2				1.0					0.9
Seldom	17.0	3.2		2.3	13.5		7.1		5.9	8.4
Sometimes	51.1	38.1	10.4	40.9	56.0	58.3	57.1	42.9	52.9	44.8
Usually	23.4	42.9	44.8	47.7	23.3	41.7	35.7	42.9	41.2	33.2
Always	4.2	15.8	44.8	9.1	6.2			14.3		12.7
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE XLIX

THE NUMBER OF HOURS USUALLY WORKED ON SATURDAYS AS REPORTED BY SUPERINTENDENTS

Number of Hours Worked	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
One	8.5	1.6			6.7		14.3		5.9	4.5
Two	17.0	4.8	9.0	13.6	34.2	33.3	14.3	28.6	35.3	22.2
Three	44.7	52.4	34.3	47.7	31.6	41.7	35.7	42.9	23.5	37.9
Four	14.9	30.2	25.4	29.5	17.6	16.7	14.3	14.3	17.6	21.1
Five	2.1	7.9	19.0	2.3	4.1	8.3	7.1	14.3	17.6	7.1
Six	6.4	1.6	4.5	4.5	3.6		7.1			3.7
Seven			3.0							0.4
Eight	2.1	1.6	4.5	2.3	0.5		7.1			1.7
Nine or more			1.5		0.5					0.4
Never work on Saturdays	4.2				1.0					0.9
Median number of hours worked	2.5	2.8	3.3	2.8	2.3	2.4	2.6	2.5	2.4	2.6
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE I

THE EXTENT TO WHICH SUPERINTENDENTS WORKED ON SUNDAYS

Frequency	Percentage of Superintendents by Province									TOTAL
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	
Never	17.0	7.9	4.5		25.4	25.0	14.3	14.3	17.6	15.9
Seldom	34.0	34.9	32.8	18.2	28.0	33.3	35.7	42.9	5.9	29.1
Sometimes	42.6	47.6	46.3	63.6	40.4	33.3	50.0	42.9	64.7	45.7
Usually	6.4	9.5	16.4	15.9	6.2	8.3			11.8	9.1
Always				2.3						0.2
Total number of respondents	47	63	67	44	193	12	14	7	17	464

per cent reported that they worked at least one hour on Sundays (Table LI).

XII. THE EXTENT TO WHICH SUPERINTENDENTS WORKED ON STATUTORY HOLIDAYS

A total of 9.5 per cent of the superintendents reported that they "never" worked on statutory holidays, and a further 38.6 per cent stated that they "seldom" worked on such days. Of the remainder, 42.7 per cent and 9.3 per cent respectively reported that they "sometimes" and "usually" worked on such days (Table LII).

From the data presented in Table LIII the median number of hours worked on statutory holidays was found to be 1.9. However, 11.0 per cent reported that they worked more than four hours on statutory holidays. It appeared that the majority, when they worked on a statutory holiday, spent approximately two hours on the job.

XIII. THE NUMBER OF CLERICAL EMPLOYEES IN SUPERINTENDENTS' OFFICES

There is no standard formula for determining the number of clerks required by a superintendent in efficiently organizing, planning, and administering his school unit. Bolton believes that, "Every school unit having from twelve to twenty-five teachers should have at least one clerk who is a competent typist and

TABLE LI

THE NUMBER OF HOURS USUALLY WORKED ON SUNDAYS
AS REPORTED BY SUPERINTENDENTS

Number of Hours Worked	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
One	10.6	7.9	13.4	13.6	17.6	8.3	14.3	28.6		13.8
Two	40.4	47.6	47.8	50.0	28.5	16.7	35.7	42.9	47.1	37.9
Three	17.0	36.2	23.9	20.5	16.6	25.0	35.7	14.3	23.5	20.5
Four	8.5	7.9	9.0	13.6	9.3	25.0			5.9	9.3
Five		1.6	1.5		2.1					1.3
Six	6.4			2.3						0.9
Seven					0.5					0.2
Eight										
Nine or more									5.9	0.2
Never work on Sundays	17.0	7.9	4.5	0.0	25.4	25.0	14.3	14.3	17.6	15.9
Median number of hours worked	1.8	1.8	1.7	1.7	1.7	2.8	1.8	1.3	1.9	1.7
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE LII

THE EXTENT TO WHICH SUPERINTENDENTS
WORKED ON STATUTORY HOLIDAYS

Frequency	Percentage of Superintendents by Province									TOTAL
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	
Never	14.9	6.3	7.5	2.3	10.9	16.7	21.4		5.9	9.5
Seldom	48.9	39.7	40.3	20.5	40.4	41.7	28.6	28.6	35.3	38.6
Sometimes	31.9	44.4	41.8	65.9	38.3	41.7	50.0	71.4	41.2	42.7
Usually	4.2	9.5	10.4	11.4	10.4				17.6	9.3
Always										
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE LIII

THE NUMBER OF HOURS USUALLY WORKED ON STATUTORY
HOLIDAYS AS REPORTED BY SUPERINTENDENTS

Number of Hours Worked	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
One	21.3	6.3	19.4	13.6	14.5	16.7	14.3	14.3	11.8	14.7
Two	40.4	42.9	32.8	40.9	33.2		14.3	28.6	35.3	34.5
Three	12.8	19.0	25.4	18.2	20.2	33.3	21.4	14.3		19.4
Four	4.2	15.9	9.0	15.9	8.8	16.7	21.4	42.9	5.9	11.0
Five	2.1	4.8	3.0		4.1				29.4	4.1
Six	4.2		1.5	6.8	6.2				5.9	4.1
Seven		1.6			1.0	16.7				1.1
Eight		3.2	1.5	2.3	1.0		7.1		5.9	1.7
Nine or more										
Never work on Statutory Holidays	14.9	6.3	7.5	2.3	10.9	16.7	21.4	0.0	5.9	9.5
Median number of hours worked	1.5	1.9	1.8	1.9	1.9	2.8	2.5	2.5	2.0	1.9
Total number of respondents	47	63	67	44	193	12	14	7	17	464

bookkeeper."¹ Huggett holds that the number of pupils in the administrative unit, rather than the number of teachers employed, should serve as the yardstick to measure the number of clerks required. He says, "School systems enrolling three hundred or more pupils need a full time clerk."² Cubberley states, "A clerical department of some form and scope is an absolute necessity in every school system."³

Superintendents were asked on the Questionnaire to provide information regarding both the amount of clerical assistance made available to them as well as the office facilities provided.

By application of any of the views as expressed in the above literature every Canadian superintendent requires and should have clerical assistance. However, Table LIV shows that only 28.0 per cent of the superintendents had one or more clerks employed full time in their offices. While in the provinces of Nova Scotia and New Brunswick each inspector had at least one full time clerical assistant, in the provinces of Manitoba, Prince Edward Island and Newfoundland not one inspector had a full time clerk employed.

¹Frederick E. Bolton, et al., The Beginning Superintendent, (New York: The Macmillan Company, 1937), p. 77.

²Albert J. Huggett, Practical School Administration, (Champaign, Illinois: The Garrand Press, 1950), p. 57.

³Ellwood P. Cubberley, Public School Administration, (Boston: Houghton Mifflin Co., 1929), p. 520.

TABLE LIV

THE NUMBER OF FULL-TIME CLERICAL PERSONNEL
EMPLOYED IN SUPERINTENDENTS' OFFICES

Number of Clerks Employed	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	36.2	46.0	58.2	100.0	93.8			100.0	100.0	72.0
One	36.2	28.6	37.3		5.2	100.0	92.9			20.5
Two	14.9	19.0	4.5		1.0		7.1			5.4
Three	6.4	6.3								1.5
Four	2.1									0.2
Nine or more	4.2									0.4
Total number of respondents	47	63	67	44	193	12	14	7	17	464

In Ontario, while comparatively few of the inspectors (6.2 per cent) had one or more full time clerical assistants, 92.7 per cent employed the services of a clerk on a part-time basis. A common procedure in this province was for two or more inspectors located in the same office to share the services of one clerical assistant (Table LV).

In Alberta, 54.0 per cent of the superintendents had at least one full time clerk and the remainder, for the most part, had the services of at least one part-time stenographer-typist. A similar situation existed in the province of Saskatchewan. In British Columbia, 63.8 per cent of the superintendents had been provided with full time clerical help and more than half were supplied with part-time assistants to handle clerical details.

With the exception of the two provinces of New Brunswick and Nova Scotia there were a few superintendents in each of the provinces of British Columbia, Alberta, Saskatchewan and Ontario who had no clerical assistants at all, either on a full, or part-time basis.

Many superintendents in each of the three provinces of Manitoba, Prince Edward Island and Newfoundland expressed strong dissatisfaction with their lack of clerical assistance. In Manitoba, for example, a monthly allowance of \$16.50 is paid to each inspector to provide for clerical assistance and office accommodation. However, inspectors in this province reported having a variety of

TABLE LV

THE NUMBER OF PART-TIME CLERICAL PERSONNEL
EMPLOYED IN SUPERINTENDENTS' OFFICES

Number of Clerks Employed	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	51.1	54.0	53.7	100.0	7.3	8.3	100.0	100.0	100.0	43.3
One	46.8	41.3	46.3		92.7	91.7				55.8
Two	2.1	4.8								0.9
Total number of respondents	47	63	67	44	193	12	14	7	17	464

duties, many of which required considerable paper work. They indicated that it was neither efficient nor economical to have this work done entirely by the inspector himself, and that the present allowance of \$16.50 per month did not appear adequate to provide for both office accommodation and clerical assistance.

XIV. THE LOCATION OF SUPERINTENDENTS' OFFICES

Data gathered in this research revealed that all of the inspectors in the provinces of Manitoba, Prince Edward Island and Newfoundland, (a total of 68 men, or 14.7 per cent of the inspectors participating in this study), were superintending their areas from their own private residences, and that no office space was made available to them at all. Within this group, each inspector was supervising the work of a varying number of teachers ranging from a minimum of 75 to a maximum of 300. It was in these same three provinces that no clerical assistance of any kind was provided any inspector. That such a situation is regarded as being most unsatisfactory is evidenced from the following recommendation contained in the Report of the Manitoba Royal Commission on Education published in 1959.

That each Division Board be responsible for providing within its own offices, office space and secretarial help for each inspector assigned to the Division, and that toward the cost of providing this accommodation and assistance the Province allow to each Division Board the sum

of \$1,000.00 annually for each inspector.⁴

XV. THE NUMBER OF SUPERVISORY AND ADMINISTRATIVE
ASSISTANTS PER SUPERINTENDENCY

Superintendents were asked to report whether or not they had employed on their central administrative staffs such professional helpers as assistant superintendents, directors of subject areas or of particular grades, supervisors, consultants, or other administrative and supervisory assistants. Table LVI shows that there were extreme differences in the percentages reporting that such assistants were employed. From all nine provinces, almost three-quarters of the superintendents (74.1 per cent) reported having no professional supervisory assistants as part of their central administrative team. In the two provinces of Prince Edward Island and Newfoundland, all the superintendents concerned were operating without any such assistants, while in the provinces of Manitoba and Ontario, the percentages of inspectors without assistance were 97.7 and 92.2 respectively. Again, in the provinces of Alberta and Saskatchewan, approximately two-thirds of the superintendents were without assistance. However, in Nova Scotia only 28.6 per cent of the inspectors were without assistance, while in British Columbia the percentage was a low of 19.1. All superintendents in New Brunswick had at least one assistant, and in British Columbia, the

⁴Report of the Manitoba Royal Commission on Education, op. cit., p. 122.

TABLE LVI

THE NUMBER OF SUPERVISORY AND ADMINISTRATIVE
ASSISTANTS PER SUPERINTENDENCY

Number of Assistants	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	19.1	65.1	67.2	97.7	92.2		28.6	100.0	100.0	74.1
One	29.8	25.4	31.3		2.6	58.3	64.3			15.5
Two	17.0	6.3			0.5	25.0	7.1			3.7
Three	6.4		1.5	2.3	1.5	16.7				2.2
Four	8.5				1.0					1.7
Five	4.2	3.2			1.0					0.9
Six					0.5					0.2
7 - 10	6.4				0.5					0.9
11 - 15	8.5									0.9
Total number of respondents	47	63	67	44	193	12	14	7	17	464

percentage of superintendents with at least one assistant was 80.9, while in Nova Scotia the percentage was 71.4. Throughout all Canada, however, only 25.9 per cent of the inspectors had supervisory and administrative assistants of any kind, and only 10.5 per cent had more than one supervisory or administrative assistant.

There would appear to be a positive relationship between the number of teachers per superintendency and the number of supervisory and administrative assistants. In the provinces of British Columbia, New Brunswick and Nova Scotia where the median number of teachers per inspectorate was considered high the greatest number of professional supervisory and administrative assistants was employed.

Although it was only in the provinces of New Brunswick, Nova Scotia and British Columbia that assistants to inspectors were employed to any considerable extent, it appeared from evidence obtained in this study, that there was a strong feeling among superintendents themselves, chief superintendents and deputy ministers of the other provinces, that the employment of such assistants (assistant inspectors, supervisors, directors, supervising teachers, or helping teachers) would improve the efficiency of the supervisory service rendered to teachers. In the case of a large inspectorate which is supervised by an inspector and a male assistant (as occurs in some of the larger centres of British Columbia

and in several areas in Ontario), it frequently occurs that the inspectorate is divided into approximately equal parts, with each official being responsible for the supervision of one of these parts. Such an arrangement is, in effect, making two inspectorates out of one, and it does not possess the inherent advantages generally ascribed to the employment of assistants.

In Nova Scotia where the male assistant inspector is a genuine assistant throughout the whole inspectorate, his service as assistant is usually regarded as a preliminary training before he is assigned to an inspectorate of his own. This arrangement may be desirable from the point of view of providing training for inspectors, but because of the constant changing of assistants, it may not be ideal as a means of providing better supervision for the teachers.

SUMMARY OF CHAPTER XII

One of the tasks confronting departments of education is that of attracting capable personnel to the public service, and of providing the conditions under which they can do their best work. Some of the factors which are most easily recognized as affecting the work load of a superintendent are examined below.

I. SUPERINTENDENCY SIZE

Great variations appeared to exist in the geographical

size of superintendencies. These ranged in area from five to 130,000 square miles, with the majority (75.5 per cent) being 5,000 square miles or less. The median superintendency size ranged from a low of 472 square miles in Newfoundland, to a high of 3,865 square miles in Saskatchewan. Almost half (47.8 per cent) of the superintendents reported travelling 10,000 miles or more yearly in the course of their duties, and there tended to be a positive relationship between the mileage travelled and the land area of the superintendency.

There were extreme differences in the median number of schools per superintendency ranging from a low of 17 to a high of 75. A total of 77.8 per cent of the respondents reported having one-room schools in their inspectorates and these ranged in number from 1 to 170. In the western provinces where the larger unit of administration is found there tended to be considerably fewer one-room schools per superintendency than in the Atlantic provinces where the numbers of such schools tended to be very high indeed.

Again, the number of teachers assigned to each superintendency varied considerably both from province to province as well as within each province itself. While the median number of teachers per superintendency from across Canada was found to be 146, the provincial medians ranged from 94 to 272. In British Columbia, New Brunswick and Nova Scotia the majority of superintendents appeared to have more than 200 teachers within their

jurisdictions, but it was common practice in these provinces for the superintendent to have one or more assistants. Thus, while the number of teachers assigned to any one superintendent is an important factor when considering work load, in order to obtain a true picture of the situation, it must be considered along with other factors involved.

Finally, great variations were found to exist among the provinces in regard to the number of school boards with which each superintendent must work. In British Columbia and Alberta, in particular, and in Saskatchewan and Manitoba, to a large extent, it would appear that the majority of superintendents tend to be dealing with one, or at the most, two school boards. However, in the other provinces the median number of boards to whom the superintendent was responsible ranged from six to more than 50. A total of 43.9 per cent of the Canadian superintendents in 1961 were dealing with more than twenty school boards.

II. SUPERINTENDENTS' WORKING HOURS

While in most provinces the officially scheduled weekly working hours are in the neighbourhood of thirty-seven, it appeared that Canadian superintendents were working considerably more than this. While 10.6 per cent of the respondents reported a work week of less than 45 hours, another 21.1 per cent indicated that they worked 60 or more hours weekly. The median number of

hours worked weekly as reported by respondents was found to be 52.1, which of course, included attendance at evening meetings, as well as the day by day routine. During the two summer months, however, when schools were not in session there was a decrease in superintendents' weekly working hours. During this period the median number of hours worked decreased to 36, with 85.0 per cent of the respondents indicating that they put in less than 45 hours per week during the summer months.

It appeared that 44.8 per cent of the superintendents "sometimes" worked on Saturdays, while a further 45.9 per cent "usually" worked on this day. The great majority of those who worked on Saturdays did so for two or three hours. A total of 45.7 per cent of the participants reported that they "sometimes" worked on Sundays, and it appeared that the modal number of hours worked on a Sunday tended to be about one. About half of the superintendents reported that they "sometimes" worked on statutory holidays, and it appeared that when they worked on such days they spent approximately two hours on the job.

III. ASSISTANTS PROVIDED TO SUPERINTENDENTS

The nature of a superintendent's work makes it necessary for him to spend considerable time on keeping records and attending to correspondence. Much work of this nature can be done by a clerical assistant and the superintendent who has adequate clerical assistance is perhaps in a position to devote more of his

time to those duties to which only he can attend. From evidence gathered in this chapter it was found that while in the provinces of Nova Scotia and New Brunswick each inspector had at least one full-time clerical assistant, in the provinces of Manitoba, Prince Edward Island and Newfoundland not one inspector had a full-time or part-time clerk employed. In Ontario, while comparatively few of the inspectors had a full-time clerical assistant, 92.7 per cent had the services of a clerical assistant on a part-time basis. A common procedure in this province was for two or more inspectors located in the same office to share the services of one clerical assistant. In the remaining provinces most of the superintendents appeared to have the services of a full-time clerk and those who did not were at least serviced by a part-time clerical assistant.

All of the inspectors in Manitoba, Prince Edward Island, and Newfoundland were conducting the operation of their school district from their own private residences, and no office space was made available to them for this purpose. In the remaining six provinces, office space in a separate building for the direction and operation of the school district had been provided for all superintendents either by provincial departments of education or by school boards.

There would appear to be a positive relationship between the number of teachers per superintendency and the number of

professional, supervisory and administrative assistants.

Consequently, it was in the provinces of British Columbia, New Brunswick, and Nova Scotia where the number of teachers per superintendency was considered high that the greatest number of supervisory and administrative assistants were to be found.

However, from all nine provinces almost three-quarters (74.1 per cent) of the superintendents reported having no professional supervisory assistants at all, while in Prince Edward Island and Newfoundland, in particular, all the superintendents concerned were operating without any such assistants.

CHAPTER XIII

SUPERINTENDENTS' SALARIES

I. INTRODUCTION

In 1958, a publication of the Washington State School Directors' Association commented on the impracticability of setting arbitrary salaries which superintendents of schools could receive in different kinds of school districts. While it was stated that there were too many variables involved, it was suggested that the following measures of adequacy of the superintendent's salary might be given consideration:

1. It should be the largest salary paid in the system.
2. The beginning salary should allow for increments if the superintendent remains with the district and his services are satisfactory.
3. It should compare favourably with the average income of other professional men in the community with similar amounts of training and experience.¹

When superintendents in the United States² were asked their opinions as to how superintendents' salaries should be determined,

¹Washington State School Directors' Association, Boardmanship, (Olympia, Washington: The Association, 1958), pp. 37 - 38.

²"Determination of Superintendents' Salaries," (School Opinion Poll), The Nation's Schools, LIX (June, 1957), p. 56.

forty per cent said that their salaries should be comparable with salaries paid to superintendents in neighbouring districts of comparable size. Thirty per cent said the salaries should be based on the average salary of teachers within their districts, and 11.2 per cent said that it should be based on total enrollment. However, 33.0 per cent of the superintendents proposed other methods for determining superintendents' salaries. For example, 26.0 per cent favoured using the average of two or more factors. Twenty-two per cent favoured using the average teachers' salaries and total enrollment as factors. Twelve per cent favoured using total enrollment and comparable salaries in neighbouring districts.

A pilot study involving 222 out of 268 superintendents in the State of Washington provided the information that the factors, "technical competence of the person," "instructional leadership ability," and "difficulty of the job," in that order should be the factors upon which the superintendent's salary should be determined.³

Several authorities have proposed in national publications that a formula be utilized in determining the superintendent's salary. For instance, Taylor stated that the superintendent's

³Report to the Washington School Superintendents' Association by the Personnel Relations Committee, October, 1959, pp. 12 - 13, (Mimeo).

role is a dual one. He needs to be an educator and an executive. In his professional role he gives consideration to staff selection and supervision, educational leadership and the improvement of instruction, community relations and the evaluation of the educational program. On the executive side he gives his attention to business, school building, budgeting, personnel welfare, arbitration of disputes, and policy recommendations.⁴ Looking at these roles, Taylor proposed some basic principles which he feels need to be considered in determining the salary of the school superintendent. These are as follows:

1. He should be rewarded for service.
2. He should be rewarded on the basis of his human relations skills.
3. He should be rewarded on the extent of his responsibilities, perhaps measured by the size of his staff.
4. The cost of living in his community and in general should be considered.⁵

Taylor recommended that weights be assigned to each of these factors and that they be used in a formula in order to

⁴Robert N. Taylor, "The Berkshire Formula," The American School Board Journal, CXXIX, (September, 1954), p. 5.

⁵Ibid., p. 6.

determine the superintendent's salary.⁶

Haisley also has proposed a formula in which factors would be assigned weights or multipliers and then used to determine the superintendent's salary. An interesting factor in his formula is the "Personnel equation." This would be arrived at through an evaluation of the superintendent by the board and would be given a rating of from .05 to 1.0. It would provide a form of merit rating on top of the base salary.⁷

In commenting on attempts such as these to develop a formula which might have wide application in determining superintendents' salaries, the American Association of School Administrators felt that the variables are so many and so wide that no one formula has been found which fits all situations fairly.⁸ It states:

Attempts have been made to apply formulas, ratios and equations in an effort to arrive at a proper salary for superintendents of schools. In general, these formulas start with the highest salary paid to any classroom teacher as a base, and multiply the base by the sum of certain weighted percentages assigned to such other factors as the number of pupils, the number of teachers, the total wealth of the community, school revenues, and some personal evaluation of the superintendent. Undoubtedly, these formulas have some value in situations where

⁶Ibid., p. 8.

⁷Otto W. Haisley, "The Superintendent's Salary: The Use of a Formula to Determine It," The American School Board Journal, CXVIII, (February, 1949), p. 35.

⁸American Association of School Administrators, The American School Superintendency, Thirtieth Yearbook, (Washington, D. C.: The Association, 1952), pp. 272 - 73.

the boards have made little or no study of the relationships between the salary of their superintendent and other factors in the school situation. However, school boards object to using the formulas on the ground that the weighted percentages assigned are inevitably arbitrary assumptions, however considered the judgment behind them, and that there are always purely local factors such as the quality of the educational program which formulas do not take into account.⁹

Upon investigating this matter in Canada, it was found that the Regina Separate School Board in Saskatchewan uses such an index for calculating the salary of its superintendent and this formula is presented in Appendix H.

The American Association of School Administrators also states that comparisons have been attempted between salaries in the public schools, but the conclusions are not easily generalized to the many types of school systems.¹⁰ Instead, the AASA recommends the establishment of a salary policy, and sums up the problem of determining superintendents' salaries by raising the following issues:

1. Which is preferable, uniformity or diversity of practice?
2. Should the policy be set uniformly throughout the state?

⁹American Association of School Administrators-National School Boards Association, op. cit., p. 12.

¹⁰American Association of School Administrators, The American School Superintendency, op. cit., p. 272.

3. If differentiation within a state is desirable, upon which basis or bases should distinctions be made: (a) population of district, (b) the school population, (c) number of teachers and other school employees under the superintendent's jurisdiction, (d) the fiscal ability of the district, (e) educational preparation of individual superintendents, or (f) experience of individual superintendents?¹¹

In Canada, provincially-employed superintendents and inspectors of schools, being employed by provincial departments of education, come within Civil Service classifications as far as salaries are concerned. This fact would tend to preclude the adoption of formulas, such as those referred to above, as a means of determining salaries. Yet, in order to attract and retain the most competent superintendents to the position, provincial departments of education must give consideration to the salary to be paid their superintendents.

In the Report of the Royal Commission on Education for the Province of British Columbia the following statement is made:

The Commission considers that the discrepancy between the salaries paid to secondary school principals and district superintendents of schools

¹¹American Association of School Administrators, Shoring up Legal and Policy Provisions for the Superintendent, p. 23.

creates an increasing difficulty in procuring the best qualified persons for this important position.¹²

Again, in the Report of the Royal Commission on Education in the Province of Alberta published in 1959 there appeared this statement:

Superintendents are at present grossly underpaid in terms of the importance of their duties, the salaries of principals and of some other educational personnel over whom they have direct and indirect jurisdiction.¹³

In view of these statements it would appear that a survey of salaries earned by superintendents would be of value.

II. THE CLASSIFICATION OF POSITIONS AND SALARY DETERMINATION IN THE CANADIAN PROVINCIAL PUBLIC SERVICE

Each position in the Public Service is evaluated by the Public Service Commission (where such exists) of the province concerned, on the basis of the type of work and weight of responsibility it entails and the qualifications required for the job. Thus evaluated, it is classified in appropriate relationship to other positions in the service by placing it in one of the grades or categories of the general salary schedule.

¹²Government of the Province of British Columbia, Report of the Royal Commission on Education, 1960, (Victoria: Don McDiarmid, Queen's Printer, 1960), p. 68.

¹³Government of the Province of Alberta, Report of the Royal Commission on Education in Alberta, 1959, (Edmonton: Queen's Printer, 1959), p. 205.

With the exception of Prince Edward Island, where no Public Service Commission as yet exists, the general salary schedule for each provincial public service is a table containing a certain number of pay scales, each called a grade, denoting the minimum and maximum rates of annual pay for the positions classified in each grade. The scale for each grade overlaps the scales for the grades below and above it.

Each department makes its own decisions with regard to the creation of positions, the duties to be assigned to each position, and all other questions pertaining to the nature, scope, and organization of its work. It might be thought that it should also decide on the classification and pay scales of the various positions within its jurisdiction. However, it would appear that there are many kinds of positions which are common to several departments and if each department was allowed to set its own pay scales, too many disparities would result. It is therefore necessary that positions be evaluated and that salary standards for the various classes of positions be set by a separate and independent agency which is capable of taking an over-all view, and of harmonizing the various departmental viewpoints. This is one of the principal functions of the Public Service Commission of any province.

As far as the superintendency is concerned, the minimum scheduled rate of pay for a superintendent is that which is

considered fair for one who has the necessary qualifications for the position. As he gains experience, his salary rate increases up to the maximum for his grade which is the rate considered fair for one who has reached his full effectiveness.

III. PROVINCIAL PUBLIC SERVICE SALARY SCHEDULES

FOR SUPERINTENDENTS IN 1961

In order to present comparative data from the 1961 salary schedules for provincially-employed superintendents across Canada, Table LVII was prepared. This table shows that the range in minimum salaries for Canadian superintendents was more than \$6,000 from the lowest to the highest. The lowest minimum salary paid to school superintendents in 1961 was \$3,840 in the province of Prince Edward Island, and the highest minimum salary was \$10,000 for Ontario secondary school inspectors. The median minimum salary for all provinces was \$7,560.

Scheduled maximum salaries varied from a low of \$3,840 in Prince Edward Island to a high of \$12,000 in Ontario - a range of \$8,160. The median maximum salary for all provinces was \$9,180. While there was a variety in the size of annual increments, the most frequently occurring increment was one of \$360 per year. The length of time taken to reach maximum salary also varied from Prince Edward Island where there was no increment pattern at all, to a total of eight years in Nova Scotia.

TABLE LVIII

PROVINCIAL CIVIL SERVICE SALARY SCHEDULES
FOR SUPERINTENDENTS IN 1961

	Minimum Salary in Dollars	Maximum Salary in Dollars	Number of Increments Required To Reach Maximum	Range or Size of Increments in Dollars
*British Columbia	8340	9060	2	360
Alberta				
Div. I - Superintendents	7140	9000	5	360-420
Div. II - Superintendents	7500	9420	5	
High School Inspectors	7860	9900	5	360-480
Saskatchewan				
Superintendents	7560	9180	5	300-348
High School Superintendents	8172	9936	5	324-384
Manitoba	8040	9840	5	360
Ontario				
Elementary Inspectors	8600	11000	5	400-500
Secondary Inspectors	10000	12000	4	500
New Brunswick	5400	6900	4	375
Nova Scotia	6480	8550	8	240-270
P. E. I.	3840	3840	None	None
Newfoundland	5830	6160	3	100
Median	7560	9180		

*This excludes any Administrative Allowances paid by boards of school trustees to district superintendents

The modal number of increments required to reach maximum salary was five.

In the three provinces of Alberta, Saskatchewan and Ontario where secondary school inspectors were employed, a salary differential between these officials and those working predominantly at the elementary level was found to exist. In these three provinces, both the minimum and maximum salaries for secondary school inspectors were consistently higher than the amounts scheduled for inspectors whose main responsibilities were at the elementary level.

In Alberta, a salary differential also existed between those superintendents designated as, "Division I Superintendents," and those designated as, "Division II Superintendents." Closer examination revealed that the above distinction was made on the basis of the number of teachers supervised. Those with 95 or more teachers under their direct supervision were classed as Division II superintendents, and were placed on the higher schedule, while those with less than 95 teachers were designated as Division I superintendents, and received the lower salary scheduled for that grade. Division I Superintendents' scheduled salaries ranged from \$7,140 to \$9,420, while those of Division II ranged from \$7,500 to \$9,420.

An explanation is also necessary to describe the salaries paid to district superintendents in British Columbia. As indicated in Chapter IV, the Public Schools Act for British Columbia

provides that a District Superintendent may be appointed as an executive officer of a school board. This latter appointment is made only with the approval of the Minister of Education upon the joint recommendation of the school board concerned, and the Deputy Minister of Education for the province. After approval is received in this connection, the school board may then assign such duties to its superintendent as are approved by the Deputy Minister of Education. The degree to which this arrangement is utilized is indicated by the fact that all school boards in the province have made their superintendent of schools their executive officer, and in several superintendencies containing only one school district, the superintendent has been made the chief executive officer. In such cases the superintendent assumes executive responsibility for the direction of all school board business.

In return for the services rendered by district superintendents of schools as executive officers, school boards are authorized under the provisions of Subsection I of Section II of the Public Schools Act to pay them an administrative allowance. The following extract outlines Departmental policy relating to this administrative allowance:

1. Administrative Allowances:

Under the provisions of Subsection 1 of Section 11 of the Public Schools Act and in accordance with the authority of Order-in-Council No. 987 dated

May 4th, 1959, administrative allowances in respect of all District Superintendents of Schools appointed executive officers of their Boards are paid effective from April 1st, 1959, until further notice in accordance with the following table:-

for the first 6700 pupils enrolled	- \$30 per hundred pupils
for the next 2300 pupils enrolled	- \$25 per hundred pupils
for the next 2000 pupils enrolled	- \$20 per hundred pupils
for the next 2000 pupils enrolled	- \$15 per hundred pupils
for the next 2000 pupils enrolled	- \$10 per hundred pupils
for each additional 100 pupils	
over 15,000	- \$ 5 per hundred pupils

In this connection it is to be noted that the number of pupils on which the administrative allowances are calculated is the number enrolled at January 31st of the calendar year then current. Also the calculation of the administrative allowance is based on the nearest hundred pupils enrolled and not on an actual fractional basis. Further, the maximum administrative allowance authorized to be paid to District Superintendents of Schools is \$4,000.00 per annum and to Assistant District Superintendents of Schools \$2,000.00 per annum.

Recovery of amounts of administrative allowances paid in respect of each School District concerned will be made on an actual basis and School Districts will be billed quarterly for the amounts involved.¹⁴

Every month the Department of Education pays each superintendent two cheques; one representing his basic salary, and the other, representing his administrative allowance. As indicated in the circular letter, school district boards are billed each

¹⁴Department of Education, British Columbia, "Circular Letter To All Boards of School Trustees and District Superintendents of Schools," (Mimeo.), May 28, 1959, p. 1.

quarter for the amounts that have been paid out by the Department of Education in administrative allowances. This second cheque is not regarded as part of the civil service salary but under the Civil Service Act for British Columbia is regarded as a perquisite. In the words of the Deputy Minister for British Columbia:

We invented the administrative allowance as a means of augmenting the salaries of our superintendents who as civil servants were tied to the civil service schedule. District boards are ostensibly paying these administrative allowances in return for the extra work that they get from their men. These administrative allowances certainly help our men. With a possible maximum administrative allowance of four thousand dollars over and above their civil service salary some of our men are able to earn salaries of over \$13,000.¹⁵

In view of these administrative allowances then, the data for British Columbia as provided in Table LVII must be interpreted with some degree of caution because there were several cases where superintendents in the larger centres were receiving the maximum administrative allowance of \$4,000 per year, in addition to the scheduled government salary. Therefore, both the minimum and maximum salaries paid to superintendents in British Columbia tend to be considerably higher than those shown in Table LVII.

The four Atlantic provinces provided a marked contrast to the above situation. In these four provinces, no superintendent's

¹⁵Statement by Dr. J. F. K. English, personal interview, op. cit.

salary exceeded \$8,500, and the salaries paid in Prince Edward Island, in particular, and to some extent in Newfoundland, compared very poorly indeed.

The salary range for the three prairie provinces represented an intermediate position between that of the high salaries as paid in British Columbia and Ontario, and the relatively poorer scales as found in the Atlantic provinces. In the provinces of Alberta, Saskatchewan and Manitoba the great majority of salaries ranged from \$8,000 to just under \$10,000 in each province.

Although Table LVII indicates the starting minimum salaries to be paid to superintendents on joining the service, it was discovered that in several provinces a great variation in the actual starting salary for superintendents existed. It appeared that departments of education were somewhat flexible on this point. It was found, for example, that superintendents in certain provinces had been able to commence at a salary which was perhaps one, two, three or even four increments over and above the basic minimum starting salary. Provision for such situations as the above had apparently been provided for in the various provincial official salary plans. This was perhaps illustrated by the following policy as stated in Alberta:

Salary Upon Appointment

Upon the appointment . . . to a position the salary shall be at the minimum period of the applicable pay grade range for the class except when the Public Service Commissioner, having regard to any

exigencies of recruitment to positions of that class and prior experience of the employee to be appointed, authorizes the payment of a salary not to exceed the fourth period of the pay grade range.¹⁶

As the Deputy Minister of Nova Scotia stated:

A man may not necessarily start at the minimum salary. He may be given credit for so many years' prior experience beyond the minimum required, or for possessing certain qualifications over and above the required minimum. It is possible for a beginning inspector to be placed at the fourth position or step on the salary scale.¹⁷

A flexible arrangement, such as the above, would tend to make it somewhat easier for departmental officials when they are attempting to attract into the superintendency highly competent and qualified people whose appointment is believed desirable.

IV. SALARIES EARNED BY SUPERINTENDENTS

IN THE 1960-61 YEAR

This section examines the actual salaries received by superintendents of the various provinces, and data for the 464 respondents are presented in Table LVIII.

The table shows that salaries earned in the 1960-61 year ranged from below \$6,000 to more than \$12,000. Closer examination of questionnaire data provided by certain individuals revealed

¹⁶Civil Service Association of Alberta, "The Official Pay Plan for Positions in the Public Service of the Province of Alberta," Civil Service Bulletin, Vol. XLII, No. 8, September, 1962, p. 9.

¹⁷Statement by Dr. H. P. Moffatt, personal interview, op. cit.

TABLE LVIII

SALARIES EARNED BY SUPERINTENDENTS IN THE 1960-61 YEAR

Salary Range in Dollars	Percentage of Superintendents by Province									TOTAL
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	
Below - 5,999								100.0	23.5	2.4
6,000 - 6,499						16.7	7.1		76.5	3.4
6,500 - 6,999						8.3	14.3			0.6
7,000 - 7,499		3.2				75.0	14.3			2.8
7,500 - 7,999		7.9	11.9				42.9			4.1
8,000 - 8,499		9.5	7.5	29.5			21.4			5.8
8,500 - 8,999		7.9	11.9	70.5						9.5
9,000 - 9,999	29.8	71.4	68.7		24.4					32.8
10,000 - 10,999	51.1				20.2					13.6
11,000 - 11,999	8.5				47.2					20.5
12,000 - or more	10.6				8.3					4.5
Median	10,396	9,300	9,270	8,645	11,140	7,167	7,667	3,840	6,160	9,849
Total number of respondents	47	63	67	44	193	12	14	7	17	464

that the lowest salary (received by superintendents in Prince Edward Island) was \$3,840, while the highest salary (earned by certain superintendents in British Columbia) was \$13,060 - a difference of \$9,220.

The median salary earned by Canadian superintendents in 1961 was \$9,849, and only in the two provinces of British Columbia and Ontario did the provincial medians exceed this national figure. In the seven other provinces, the various medians were well below the figure for Canada as a whole. In the two provinces of British Columbia and Ontario, no superintendent was earning a salary less than \$9,000. A total of 70.2 per cent and 75.7 per cent respectively of the superintendents of these same two provinces were earning \$10,000 or more, and these two were the only provinces where superintendents' salaries reached this figure at all. The median salary for superintendents in British Columbia was \$10,395, while in Ontario the figure was \$11,140. A total of 10.6 per cent of the British Columbia superintendents were earning salaries of \$12,000 or more, while in Ontario, 8.3 per cent of the inspectors were in this category.

V. PRINCIPALS RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

One would assume that the remuneration of superintendents would be commensurate with their qualifications and the scope of

their responsibilities. Some superintendents consider that their salaries should be higher than, or at least as high as, the principals over whom they have jurisdiction and to whom they are expected to give guidance. To what extent does this situation prevail?

The data in Table LIX show that in 60.3 per cent of the cases the salaries of superintendents were higher than those of any of their principals. In many other superintendencies there were one, two, or perhaps three principals earning a higher salary than the superintendent. Closer investigation revealed that in several of these cases the superintendents concerned were comparatively recent appointees who therefore had not, as yet, rendered sufficient service to be placed on maximum salary. Despite the above, the fact remains that in every Canadian province there were several superintendencies where at least one principal was earning a higher salary than his superintendent or inspector. A total of 39.7 per cent of the superintendents reported being in this category.

In British Columbia, 80.9 per cent of the superintendents were in this position, and in one-third of the superintendencies of this province there were three or more principals earning higher salaries than their superintendents. While Alberta presented a similar picture, it must be mentioned that in this province a higher percentage of the superintendents were not as yet earning maximum salaries.

TABLE LIX

PRINCIPALS RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

Number of Principals	Percentage of Superintendents by Province									TOTAL
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	
None	19.1	25.4	79.1	29.5	82.4	41.7	57.1	28.6	88.2	60.3
One	19.1	20.6	10.4	20.5	3.1	25.0	21.4	28.6		11.2
Two	27.7	17.5	3.0	13.6	0.5	8.3	7.1	42.9		8.2
Three	19.1	12.7	3.0	13.6	0.5					5.6
Four	4.2	4.8	1.5	4.5	0.5	16.7			5.9	2.6
Five	4.2	4.8			0.5	8.3				1.5
6 - 9	4.2	3.2		9.1	3.1		7.1			3.2
10 - 14		3.2	3.0	4.5	0.5					1.5
15 - 19				2.3						0.2
20 or more	2.1			2.3	4.1		7.1			2.4
Information not available		7.9			4.6				5.9	3.2
Total number of respondents	47	63	67	44	193	12	14	7	17	464

The majority of the Alberta high school inspectors who serve in regional areas each comprising about nine or ten superintendencies were unable to provide certain of the information relating to the salaries of principals. However, from information¹⁸ gathered concerning principal's salaries it may be safely assumed that several of the high school principals in the larger cities and towns of the province were earning considerably more than high school inspectors. Manitoba inspectors serving in the Winnipeg area and the secondary school inspectors from Ontario found themselves in a similar position to their Alberta colleagues.

In the Maritime provinces, while the numbers of superintendents were comparatively small, it was found that in the cities and towns some principals of large schools were earning more than their superintendents. In Newfoundland, however, the salaries of district supervising inspectors, tended to be higher than those of their principals in the rural and outlying areas, and, as a result, there were only one or two inspectorates in which principals were earning more than their inspectors.

Table LX provides information on the salaries of highest paid principals in the superintendencies in the 1960-61 year. This table may be compared with Table LVIII which provides the salaries earned by superintendents in the same period. As already indicated, in certain provinces many principals were earning

¹⁸Canadian Education Association, Information Bulletin, (Toronto: The Association, Research and Information Division, 1961), Vol. 1, September, 1961, pp. 10 - 11.

TABLE LX

SALARIES OF HIGHEST PAID PRINCIPALS UNDER
SUPERINTENDENTS' SUPERVISION IN 1961

Salary Range in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Below - 6,999			3.0	4.5	38.9	41.7	42.9	100.0	94.1	24.4
7,000 - 7,499			6.0	4.5	9.8	25.0	21.4		5.9	6.9
7,500 - 7,999		1.6	29.9	6.8	9.3	8.3				9.3
8,000 - 8,499		3.2	28.4	15.9	4.7		21.4			8.6
8,500 - 8,999		12.7	19.0	13.6	5.7	16.7	7.1			8.6
9,000 - 9,499		36.5	4.5	3.0	4.1					7.3
9,500 - 9,999	6.4	22.2	9.0	9.1	4.7					7.7
10,000 - 10,499	12.8	7.9		20.5	2.6					5.4
10,500 - 10,999	17.0	4.8		2.3	4.7	8.3				4.7
11,000 - 11,999	42.6	7.9		9.1	1.6		7.1			7.1
12,000 or more	21.3	1.6	1.5	9.1	15.0					9.7
Not applicable		1.6						Below 7,000	Below 7,000	0.2
Median	10,162	9,435	8,197	9,499	7,570	7,167	7,167			8,925
Total number of respondents	47	63	67	44	193	12	14	7	17	464

considerably higher salaries than their superintendents and perhaps the best example of this was provided by British Columbia. According to Table LX, 63.9 per cent of the highest paid principals of each superintendency were earning a salary of more than \$11,000, while only 19.1 per cent of the superintendents themselves were earning this figure. The median salary for the highest paid principals was \$11,325 while for superintendents, the figure was \$10,396 -- almost one thousand dollars lower. In Alberta, the highest salary earned by a high school inspector was below \$10,000, while 22.2 per cent of the superintendents reported that their highest paid principal was earning a salary above this figure. In this province, too, the median salary of highest paid principals exceeded that of superintendents.

In Saskatchewan, on the other hand, superintendents' salaries tended to exceed those of their principals, and the median salary paid to superintendents was in excess of that paid to top principals by more than one thousand dollars. In Manitoba, however, while the highest salary paid to inspectors was just under \$9,000, 53.1 per cent of the highest paid principals were earning in excess of this.

The median salary paid to Ontario provincially-employed inspectors was \$11,140 and this was far in excess of the median paid to their highest paid principals which was \$7,570. It must be remembered, however, that in most of the large city centres of the province boards employ their own superintendents and inspectors. Principals in these cities are not under the jurisdiction of provincial men at all and, consequently, their salaries have not been included.

In the four Atlantic provinces it was found that only principals in the larger **city centres** were earning more than their inspectors. Median salaries of the two groups tended to compare rather favourably in the provinces of New Brunswick, Nova Scotia and Prince Edward Island, while in Newfoundland, generally speaking, the district school supervising inspectors tended to earn higher salaries than their principals.

VI. OTHER SUPERVISORY PERSONNEL RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

Table LXI shows that comparatively few superintendents indicated that there were other supervisory personnel earning higher salary than themselves. One of the reasons for this low figure, undoubtedly, was that in certain provinces there were few, if any, such supervisory personnel employed. In the provinces of Prince Edward Island and Newfoundland this was certainly the case. In the remaining provinces where such personnel were employed, comparatively few were earning higher salaries than their superintendents.

In the provinces of British Columbia, some of the directors of instruction locally-employed, and in Alberta, some of the assistant superintendents also locally-employed, were earning higher salaries than their superintendents. Such was not the case, however, in New Brunswick and Nova Scotia where the inspectors' assistants, or supervisors as they are called, were provincially-employed. The salaries of these personnel, also civil servants, tended to be considerably lower than those of their inspectors.

TABLE LXI

OTHER SUPERVISORY PERSONNEL RECEIVING HIGHER
SALARY THAN THEIR SUPERINTENDENT

Number	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	87.2	81.0	100.0	75.0	90.2	100.0	85.7	100.0	100.0	89.2
One	6.4	11.1		9.1	1.0		7.1			3.7
Two	6.4			2.3	2.1					1.7
Three				2.3						0.2
Four				2.3	0.5					0.4
Five				2.3						0.2
6 - 9					0.5					0.2
10 - 14				4.5						0.4
15 - 19					0.5					0.2
20 or more										
Information not available		7.9		2.3	5.2		7.1			3.6
Total number of respondents	47	63	67	44	193	12	14	7	17	464

As was the case with some of their principals, several inspectors in Manitoba reported that there were other supervisory personnel earning salaries higher than theirs. The majority of these respondents were inspectors in the city of Winnipeg where the local school board was found to be paying considerably higher amounts to its supervisory staff than these provincially-employed inspectors were receiving in civil service salaries.

From across Canada, 89.2 per cent of the inspectors indicated that their salaries were higher than any of their supervisory personnel. Table LXII presents information on the salaries earned by supervisory or administrative assistants.

It should be pointed out also that within each province (Newfoundland excepted) there are numbers of superintendents and inspectors who are employed locally. As employees of local boards these men are not civil servants, and consequently, are not tied to a civil service salary schedule. Employed in the cities and larger centres of each of the Canadian provinces in 1960-61, these locally-employed superintendents were found to be earning much higher salaries than their provincially-employed colleagues.¹⁹ In most provinces the number of provincially-employed superintendents tends to be much greater than the number locally-employed, but in the province of Ontario a contrasting situation exists. There, the trend has been

¹⁹Ibid., pp. 4 - 17.

TABLE LXII

SALARIES OF HIGHEST PAID SUPERVISORY OR ADMINISTRATIVE ASSISTANTS IN 1960-61

Salary Range in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Below - 6,999	12.8	7.9	23.9		6.2	91.7	64.3			12.7
7,000 - 7,499	10.6		6.0		1.0					2.4
7,500 - 7,999	6.4	1.6	1.5				7.1			1.3
8,000 - 8,499	8.5	3.2	3.0			8.3				2.0
8,500 - 8,999	8.5	9.5								2.2
9,000 - 9,499				2.3						0.2
9,500 - 9,999		7.9								1.1
10,000 - 10,499	6.4	3.2		2.3						1.3
10,500 - 10,999	2.1	1.6		2.3	0.5	7.1				1.1
11,000 - 11,999	10.6	4.8								1.7
12,000 or more	14.9	9.5		18.2	14.0					10.3
Totals	80.9	49.2	34.3	25.0	21.8	100.0	78.6	0.0	0.0	36.2
Median	8,625	9,650	Below 7,000	Above 12,000	Above 12,000	Below 7,000	Below 7,000			8,444
Inspectorates where no supervisory assistant was employed at all										
Total number of respondents	47	63	67	44	193	12	14	7	17	464

more and more toward locally-employed inspectors and superintendents, until this past year the number of locally-employed personnel at the elementary school level exceeded those provincially-employed for the first time. About ten years ago, however, locally-employed inspectors formed only a small percentage of the total staff.²⁰ In Ontario, this trend to local appointment has been encouraged and hastened by the following legislation:

Sl.-(1) Where the average attendance of pupils in the public schools operated by a board in any year is 2,000 or more but less than 3,000, the board may request the Minister to designate the school section as a municipal inspectorate and if the request is granted the school section shall become a municipal inspectorate on the date designated by the Minister and the Board shall employ a public school inspector whose appointment or removal is not effective until approved by the Minister.

(2) Where the average attendance of pupils in the public schools operated by a board in any year is 3,000 or more, the school section shall on the 1st. day of July of the following year become a municipal inspectorate and the board shall employ an adequate staff of public school inspectors whose appointment or removal is not effective until approved by the Minister. 1960, c. 96, s. 21 (1)

(3) Where the number of teachers employed in the public and secondary schools operated by a board of education becomes 100, the board may request the Minister to designate the school section as a municipal inspectorate and the board shall appoint one or more public school inspectors, one of whom shall be designated as the chief inspector and superintendent of public schools.

(4) Where a municipal inspectorate has been established for a board of education and the board appoints a director of education who is qualified to be a public school inspector, the board shall designate him as the

²⁰Dr. George Flower, personal interview, September 21, 1962.

chief inspector of public schools and may appoint one or more public school inspectors, one of whom may be designated as superintendent of public schools.

(5) Where a municipal inspectorate has been established for a board of education and the board appoints a director of education who is not qualified to be a public school inspector, the board shall appoint a chief inspector of public schools who shall also be the superintendent of public schools. 1959, c. 83, s 10(1), amended.

(6) Where a high school board or board of education employs 150 or more secondary school teachers, the board may request the Minister to designate the high school district as a municipal inspectorate for secondary school purposes and, if the request is granted, the board shall appoint one or more secondary school inspectors approved by the Minister. 1954, c. 87, s. 36 (1) amended.²¹

One of the results of the above legislation has been that large numbers of the provincially-employed inspectorate staff have left the service to become employees of municipal boards. Commenting on this situation the Director of Education for Ontario stated:

This does present a problem for us because after we have trained these inspectors and they have gained experience, they leave us to become employed locally by municipal boards.²²

Discussing the salary differential that exists between the provincially and locally-employed inspectors, the Chief Director continued:

I believe that our inspectors prefer to be working for the province because there is a certain amount of prestige that goes with it - more so perhaps than working locally for a board. However, it is

²¹Government of the Province of Ontario, The Schools Administration Act, Revised Statutes of Ontario, 1960, Chapter 361, (Toronto: Frank Foggs, Queen's Printer, 1961), Section 81, pp. 45-46.

²²Statement by Dr. F. S. Rivers, personal interview, op. cit.

the factor of salary that really attracts them and our provincial salary scales do not compare with what these locally-employed men can earn.²³

Because of the great numbers of locally-employed personnel in the province of Ontario, it was thought desirable to compare their actual salaries with those of their provincially-employed colleagues. It has already been established that in Ontario the salaries of provincially-employed inspectors were found to be among the highest in the country. Certainly, the median salaries earned in 1961 in Ontario were higher than in any other province. In an attempt to illustrate the comparative salaries Table LXIII²⁴ is therefore presented.

From the evidence presented in this table it may be concluded that while the salaries of Ontario provincially-employed elementary and secondary school inspectors were higher than those of most other provinces, within Ontario itself, these salaries tended to be well below those paid to locally-employed personnel.

VII. VICE-PRINCIPALS RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

Administrative or supervisory allowances paid to vice-principals or assistant principals are usually about one-half of those paid to principals. As a result, comparatively few vice-principals were earning more than their superintendents in 1961. Where such was

²³Ibid.

²⁴Adapted from the Civil Service Association of Ontario, Elementary School Inspectors' Branch, Survey of Salaries, September, 1960, (mimeo.), November, 1960.

TABLE LXIII

SUMMARY OF SALARIES OF LOCALLY-EMPLOYED AND CIVIL SERVICE
PERSONNEL IN ONTARIO 1960

Position	Number	Highest Salary	Median Salary	Average Salary	Lowest Salary
SALARIES OF LOCALLY-EMPLOYED PERSONNEL					
1. Director of Education	18	\$22,000	\$15,000	\$15,711	\$12,500
2. Assistant Director of Education	1	\$15,000	\$15,000	\$15,000	\$15,000
3. Superintendent or Chief Inspector of Public Schools	33	\$18,000	\$12,500	\$12,864	\$ 9,800
4. Superintendent of Secondary Schools	14	\$18,500	\$15,000	\$15,036	\$12,500
5. Assistant Superintendent of Public Schools	4	\$16,000	\$15,750	\$15,500	\$14,500
6. Assistant Superintendent of Secondary Schools	6	\$16,000	\$15,500	\$14,833	\$11,500
7. Inspector of Public Schools, Board-employed	66	\$14,100	\$12,500	\$12,079	\$ 9,000
8. Public School Principal (includes only those who receive \$8,000 or more)	685	\$11,900	\$ 9,800	\$ 9,821	Less than \$ 8,000
9. Secondary School Principals (includes 34 Boards)	139	\$14,200	\$12,500	\$12,363	\$10,000
SALARIES OF CIVIL SERVICE PERSONNEL					
1. Elementary School Inspector	180	\$11,000	\$10,500	\$10,191	\$ 8,600
2. Secondary School Inspector	26	\$12,000	\$11,600	\$11,615	\$11,000

Note: Salaries are listed on the Table to the nearest \$100.00

the case, in many instances, the superintendents were new appointees who had not reached maximum salary, or the vice-principals were serving in very large city schools where, because of the increased responsibility and supervisory duties, their administrative allowances were comparatively high. British Columbia and Manitoba were the two provinces where vice-principals' salaries exceeded those of superintendents in more than 25.0 per cent of the inspectorates. These data are presented in Table LXIV.

VIII. TEACHERS RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

Table LXV shows that 92.7 per cent of the superintendents were receiving salaries that were higher than those paid to any teacher in their superintendency. Again, in those comparatively few cases where teachers' salaries exceeded those of their superintendents, it was found that generally the superintendents were very new appointees who were receiving only minimum salaries. In certain other instances, it was discovered that the teachers were holding senior positions or department headships in large city schools.

IX. THE DIFFERENCE IN SALARY AS A RESULT OF APPOINTMENT TO THE SUPERINTENDENCY

The extent to which appointment to the superintendency had resulted in either an increase or decrease in salary is shown in Table LXVI. For 45.9 per cent of the respondents, appointment to the superintendency had resulted in an increase in salary; 35.3 per

TABLE LXIV

VICE-PRINCIPALS RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

Number of Vice-Principals	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	74.5	82.5	98.5	70.5	90.2	91.7	92.9	85.7	100.0	87.3
One	17.0	1.6		13.6	0.5	8.3				3.7
Two	6.4	3.2		6.8	0.5			14.3		2.2
Three		1.6		4.5	1.0					1.1
Four		3.2	1.5	4.5						1.1
Five										
6 - 9	2.1				1.0					0.6
10 - 14							7.1			0.2
15 - 19										
20 or more										
Information not available		7.9			6.7					3.9
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE LXV

TEACHERS RECEIVING HIGHER SALARY THAN THEIR SUPERINTENDENT

Number of Teachers	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
None	97.9	82.5	98.5	77.3	95.9	100.0	92.9	71.4	100.0	92.7
One	2.1	1.6	1.5	6.8						1.3
Two		4.8		2.3				28.6		1.3
Three				2.3						0.2
Four				4.5						0.4
Five		1.6					7.1			0.4
6 - 9		1.6		2.3						0.4
10 - 14										
15 - 19										
20 or more				2.3						0.2
Information not available		7.9		2.3	4.1					3.0
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE LXVI

THE DIFFERENCE IN SALARY AS A RESULT OF APPOINTMENT
TO THE SUPERINTENDENCY

Nature of the Salary Change	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Increase in salary	14.9	41.3	43.3	54.5	49.7	50.0	64.3	57.1	70.6	45.9
Decrease in salary	66.0	46.0	37.3	38.6	28.5	8.3	14.3	28.6	11.8	35.3
No change in salary	19.1	12.7	19.4	6.8	21.8	41.7	21.4		17.6	18.3
No answer given								14.3		0.2
Total number of respondents	47	63	67	44	193	12	14	7	17	464

cent indicated that it had meant a decrease; and for 18.3 per cent, the salary remained approximately the same.

As shown in Table LXVII, the range of the salary increases was from a low of \$100, to a high of more than \$3,000, and the median salary increase varied from a low of \$400 in British Columbia, to a high of \$1,000 in New Brunswick and Newfoundland. For 15.1 per cent, the increase in salary on appointment amounted to \$1,000 or more.

With the exception of British Columbia, more than 40.0 per cent of the superintendents in each of the other provinces indicated that appointment to the superintendency had meant an increase in salary. In Newfoundland, 70.6 per cent of the inspectors indicated that their appointment had resulted in a salary increase, and while the median increase for this province was \$1,000, the modal increase was between \$1,000 - \$1,499.

For 35.3 per cent of the respondents, however, appointment to the superintendency had resulted in a decrease in salary. As recorded in Table LXVIII, these decreases in salary ranged from a low of \$100, to a high of more than \$3,000, while the median decrease varied from \$200 in Newfoundland, to \$1,107 in British Columbia. For 12.7 per cent of the superintendents, the decrease in salary at appointment amounted to \$1,000 or more. While in British Columbia 66.0 per cent of the superintendents suffered a decrease in salary, for 36.1 per cent of the staff this decrease amounted to \$1,000 or more.

It was of interest to discover the extent of salary change on first appointment to the superintendency in more recent years, as

TABLE LXVII

THE INCREASE IN SALARY AS A RESULT OF APPOINTMENT TO THE SUPERINTENDENCY

Salary Increase in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
100					2.6		7.1	14.3		1.5
200	4.2	3.2	3.0	4.5	2.6					3.0
300	2.1	4.8	10.4	2.3	2.1		7.1		5.9	3.9
400	2.1	1.6	3.0	11.4	3.6			14.3		3.7
500	2.1	7.9	11.9	13.6	6.2	8.3	14.3		17.6	8.2
600 - 999	4.2	15.9	9.0	6.8	10.9	16.7	14.3	14.3	11.8	10.5
1000 - 1499		7.9	4.5	15.9	10.9	25.0	21.4	14.3	23.5	10.1
1500 - 1999					5.2				5.9	2.4
2000 - 2499					2.1				5.9	1.1
2500 - 2999					2.1					0.9
3000 or more					1.6					0.6
Total	14.9	41.3	43.3	54.5	49.7	50.0	64.3	57.1	70.6	45.9
Median	400	660	531	566	814	1000	675	500	1000	680
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE LXVIII

DECREASE IN SALARY AS A RESULT OF APPOINTMENT TO THE SUPERINTENDENCY

Decrease in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
100	2.1		4.5	2.3	2.1					1.9
200	2.1	3.2	4.5	2.3	1.6				11.8	2.6
300	4.2	4.8	3.0	6.8	2.6		7.1	14.3		3.7
400	4.2	3.2	3.0	2.3	3.1	8.3				3.0
500	6.4	1.6	6.0	2.3	5.1		7.1			4.3
600 - 999	10.6	15.9	6.0	9.1	4.6			14.3		7.1
1000 - 1499	14.9	9.5	9.0	9.1	3.1					6.3
1500 - 1999	10.6	4.8	1.5		2.6					3.0
2000 - 2499	8.5	3.2		2.3	1.0					1.9
2500 - 2999	2.1			2.3						0.4
3000 or more					2.6					1.1
Total	66.0	46.0	37.3	38.6	28.5	8.3	14.3	28.6	11.8	35.3
Median	1107	795	562	712	619	400	400	500	200	691
Total number of respondents	47	63	67	44	193	12	14	7	17	464

compared with that in former times. Table LXIX is therefore an attempt to present comparative data for the two fifteen-year periods, 1930-1945, and 1946-1960.

It would appear from the data presented, that in the latter period (1946-1960), there had been a marked decrease in the percentage of superintendents who had experienced an increase in salary, and a noticeable increase in the percentage of superintendents for whom appointment to the superintendency had meant a decrease in salary. In the period, 1931-1945, 12.4 per cent of the Canadian superintendents experienced a decrease in salary on appointment as compared with 43.4 per cent in the 1946-1960 period. In the 1931-1945 period, while 79.0 per cent of the newly appointed superintendents had received an increase in salary, only 35.1 per cent in the 1946-1960 period found themselves in this position. In British Columbia, for example, the percentage receiving an increase in salary had dropped from 55.6 in the 1931-1945 period, to 5.3 in 1946-1960. In Alberta, the percentage experiencing an increase in salary had dropped from 85.0 in 1931-1945, to 20.9 in 1946-1960. Again, in Ontario, the figure of 82.2 per cent in 1931-1945 had dropped to 34.8 per cent in 1946-1960. In the remaining provinces there was a tendency throughout for this drop to occur, although it was not as severe.

If one examines the size of these salary differences, one finds also that a significant change has taken place, particularly in certain provinces. As indicated in Table LXX, the median increase for the

TABLE LXIX

A COMPARISON OF THE DIFFERENCES IN SALARY AS A RESULT OF APPOINTMENT
TO THE SUPERINTENDENCY IN THE TWO PERIODS 1931-1945 AND 1946-1960

Nature of the Difference	Percentage of Superintendents by Province									TOTAL
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	
Salary increases										
1931-1945	55.6	85.0	73.7	75.0	82.2	100.0	75.0	100.0	100.0	79.0
1946-1960	5.3	20.9	31.3	52.5	36.9	45.5	75.0	33.3	68.8	34.2
Salary decreases										
1931-1945	44.3	10.0	10.5	25.0	6.7	0.0	25.0	0.0	0.0	12.4
1946-1960	71.1	62.8	47.7	40.0	36.9	9.1	12.5	66.7	12.5	43.4
Salary remained the same										
1931-1945	0.0	5.0	15.8	0.0	11.1	0.0	0.0	0.0	0.0	8.6
1946-1960	23.6	16.3	21.0	7.5	27.2	45.4	12.5	0.0	18.7	22.4
Total number of appointees										
1931-1945	9	20	19	4	45	1	4	2	1	105
1946-1960	38	43	48	40	141	11	8	3	16	348

TABLE LXX

SIZE OF THE INCREASE IN SALARY AS A RESULT OF JOINING THE
SUPERINTENDENCY IN THE PERIOD 1931-1945

Amount of Increase in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
100					4.4		25.0			2.9
200	11.1	5.0			4.4					3.8
300	11.1		26.3		6.7		25.0			9.5
400	11.1	5.0		25.0	4.4					4.8
500	11.1	15.0	21.1	50.0	22.2					19.0
600 - 999	11.1	45.0	15.8		17.7		25.0	50.0		21.9
1,000 - 1,499		15.0	10.5		22.2	100.0		50.0	100.0	17.1
Total reporting an increase	55.6	85.0	73.7	75.0	82.2	100.0	75.0	100.0	100.0	79.0
Median increase*	400	717	550	525	595	1250	300	1000	1250	591
Total number of respondents	9	20	19	4	45	1	4	2	1	105

*Medians have been expressed to the nearest whole number

various provinces ranged from a low of \$400, to a high of more than \$1,000, amounts which during these years were considerable. Several superintendents appointed during this period indicated on their questionnaires that the large increase in salary was one of the determining factors which influenced their decision to join the superintendency. Typical of the comments were the following:

My salary increased by 50 per cent on joining the inspectorate staff.

The large raise in salary was one of the most important factors in my joining the provincial staff.

At the time I became an inspector the increase in salary was large enough to make the position a very attractive one indeed.

In Alberta, Saskatchewan and Ontario 60.0, 26.3, and 39.9 per cent respectively of the superintendents indicated that they had received an increase in salary of more than \$600.

While comparatively few (12.4 per cent) had suffered a loss in salary on appointment to the superintendency during the 1931-1945 period, (see Table LXIX), no fewer than 43.4 per cent registered such a loss in the 1946-1960 period. That these decreases in salary were appreciable is seen from the data presented in Table LXXIII.

In British Columbia, for example, 42.1 per cent of the superintendents had suffered a loss in salary of \$1,000 or more, and in Alberta, 25.5 per cent of the superintendents were in this position. In the provinces of Saskatchewan, Manitoba, and Ontario also, several inspectors reported decreases of a similar figure. The median decrease for

TABLE LXXI

SIZE OF THE INCREASE IN SALARY AS A RESULT OF JOINING THE
SUPERINTENDENCY IN THE PERIOD 1946-1960

Amount of Increase in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
100										
200	2.6	2.3	6.2	5.0	2.1		12.5			3.2
300		7.0	4.2	2.5	0.7				6.3	2.2
400			4.2	10.0	1.4			33.3		2.5
500		4.6	8.3	10.0	2.8	9.1	12.5		18.8	5.5
600 - 999	2.6	2.3	6.2	7.5	7.7	18.2	12.5		12.5	6.9
1000 - 1499		4.6	2.1	17.5	7.0	18.2	37.5		18.8	8.0
1500 - 1999					4.9				6.3	2.2
2000 - 2499					2.8				6.3	1.4
2500 - 2999					2.8					1.1
3000 or more					2.1					0.8
Total reporting an increase	5.3	20.9	31.3	52.5	34.8	45.5	75.0	33.3	68.8	34.2
Median increase*	400	525	513	588	1175	825	1000	400	825	756
Total number of respondents	38	43	48	40	141	11	8	3	16	348

* Medians have been expressed to the nearest whole number

TABLE LXXII

SIZE OF THE DECREASE IN SALARY AS A RESULT OF JOINING THE
SUPERINTENDENCY IN THE PERIOD 1931-1945

Amount of Decrease in Dollars	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
100			10.5							1.9
200	11.1									1.0
300		5.0								1.0
400										
500	22.2			25.0	2.2		25.0			4.7
600 - 999		5.0			2.2					1.9
1000 - 1499	11.1									1.0
1500 - 1999										
2000 - 2499										
2500 - 2999					2.2					1.0
Total reporting a decrease	44.3	10.0	10.5	25.0	6.7	0.0	25.0	0.0	0.0	12.4
Total number of respondents	9	20	19	4	45	1	4	2	1	105

TABLE LXXIII

SIZE OF THE DECREASE IN SALARY AS A RESULT OF JOINING THE
SUPERINTENDENCY IN THE PERIOD 1946-1960

Amount of Decrease in Dollars	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.
							NFLD.	TOTAL
100	2.6		2.1	2.5	2.8			2.0
200		4.6	6.2	2.5	2.1		12.5	3.2
300	5.3	4.6	4.2	7.5	3.5		12.5	4.6
400	5.3	4.6	4.2	2.5	4.3	9.1		4.0
500	2.6	2.3	8.3		6.4			4.3
600 - 999	13.2	20.9	8.3	10.0	5.7		33.3	8.9
1000 - 1499	15.8	13.9	12.5	10.0	4.3			8.0
1500 - 1999	13.2	7.0	2.1		3.5			4.0
2000 - 2499	10.5	4.6		2.5	1.4			2.6
2500 - 2999	2.6			2.5				0.6
3000 or more					2.8			1.1
Total reporting a decrease	71.1	62.8	47.7	40.0	36.9	9.1	12.5	66.7
Median decrease	1208	817	588	750	489	400	300	500
Total number of respondents	38	43	48	40	141	11	8	3
							16	348

Canada during this period was \$721, and this median ranged from a low of \$200 in Newfoundland, to a high of \$1,208 in British Columbia.

X. THE ADEQUACY OF SUPERINTENDENTS' SALARIES IN 1962

AS EXPRESSED BY DEPARTMENT OFFICIALS

The personal opinions of chief superintendents and deputy ministers were sought regarding the adequacy of salaries paid to their provincially-employed superintendents, and the views of these officials have been summarized in Table LXXIV.

TABLE LXXIV

THE ADEQUACY OF SUPERINTENDENTS' SALARIES IN 1962

AS EXPRESSED BY SENIOR DEPARTMENT OFFICIALS

Provinces Where Superintendents' Salaries Were Considered Adequate	Provinces Where Superintendents' Salaries Were Considered Inadequate
British Columbia	Saskatchewan
Alberta	Ontario
Manitoba	New Brunswick
	Nova Scotia
	Prince Edward Island
	Newfoundland

While in three of the provinces these senior department officials considered their superintendents' salaries to be adequate, in the remaining six provinces there was some concern expressed over their inadequacy. Regarding the situation in his province, the Deputy Minister for British Columbia commented:

With the administrative allowance paid by boards to augment their civil service salaries I think our men are doing quite well. Several are able to earn more than \$13,000, and I think this is a very reasonable figure. Some of our men, especially those in and around Vancouver feel that they should get more money and this annoys me a little. I know very well that if they became locally-appointed superintendents they would draw up to seventeen or eighteen thousand dollars, but I don't think that their area of responsibility justifies such a figure. Some principals are earning more than our superintendents and this is part of the problem. Frankly, I believe that those principals are being overpaid for their area of responsibility.²⁵

Again, the Chief Superintendent for Alberta stated:

I believe that now the salaries of our superintendents and inspectors are becoming more adequate. Before the latest increase in 1962 they were not, but now the maximum for superintendents is over \$10,000 and for high school inspectors is almost \$11,000. I think that a salary above \$10,000 is a fairly adequate salary. This means that in order to join the superintendency staff a man is not making the great financial sacrifice he had to even two or three years ago. He may take a decrease in salary when he first joins the staff, but he is able to pick this up fairly quickly and in five years at the most he can reach the maximum With these latest salaries a superintendent is able to live comfortably and bring up his family well and I think this is the important thing. Some of our superintendents feel that their salaries should be higher than those of principals. I am not as convinced of

²⁵Statement by Dr. J. F. K. English, personal interview, op.cit.

this as much as they are. I think that the salary should be comparable to the highest paid principal and probably better, but I do not think it is necessary to earn \$400 a year more than a man in order to be able to give advice or to exercise leadership.²⁶

Discussing the inadequacy of superintendents' salaries in Saskatchewan, however, the Chief Superintendent remarked:

The salary of a superintendent of schools should be more than the highest paid principal in his area. At the present time in terms of actual salary I think superintendents of schools at their maximum should be receiving between \$11,000 and \$12,000 per year. Superintendents of high schools are not easily recruited and I think perhaps one could justify a \$500 - \$1,000 differential in salary between the two positions in terms of recruitment. Moreover, most of the teachers whom they supervise are among the more highly paid teachers of the province. The maximum salary for superintendents of high schools should probably be \$12,500 - \$13,000.²⁷

In evaluating the situation in Ontario the Director of Education concluded:

Both our elementary and secondary school inspectors earn less than many principals of their schools. This is not to say that the civil service salaries for our inspectors are not fairly substantial as compared to what they used to be or compared to some other province. However, when compared with principalships of large schools, both elementary and secondary, and more particularly with locally-appointed inspectors, the salaries of our provincial men just cannot compete.²⁸

²⁶Statement by Dr. T.C. Byrne, personal interview, op. cit.

²⁷Statement by Mr. L. Bergstrom, personal interview, op. cit.

²⁸Statement by Dr. F.S. Rivers, personal interview, op. cit.

That the provincial salary schedule presents problems in recruitment was expressed by the Deputy Minister for New Brunswick when he said:

The salary schedule for superintendents in our province is certainly not adequate. I think it should be such as would attract the very very best educators in the province. We know of individuals who would make excellent superintendents, but our salaries will not attract them.²⁹

The Deputy Minister for Nova Scotia was also emphatic regarding the inadequacy of inspectors' salaries in his province. He stated:

I think inspectors' salaries in Nova Scotia should be raised to a maximum of at least \$10,000. Provision should also be made for those inspectors who are at maximum salary to be placed on the new maximum when increases in salary are awarded. This is a very sore point with our inspectors. Whenever new salary scales are inaugurated our men are placed at a position on the new scale which gives them slightly more salary than they were getting previously. As a result, there are some inspectors who have been receiving raises consecutively for almost twenty years and still have not reached the maximum salary Our most recent salary revision grew out of a total re-evaluation of the provincial civil service which was conducted by an outside efficiency expert agency. This revision was expected to last for a long time with the power given to the Civil Service Commissioner to make adjustments and negotiate where necessary. However, because of our cumbersome machinery it took such a long while to re-classify people and implement the new scales that in the meantime with the pressure of competition placed upon school boards, local salaries were boosted. As a result our inspectors' salaries in many cases do not compare with those paid to some principals and to locally-employed superintendents and supervisors.³⁰

²⁹Statement by Dr. F. E. McDiarmid, personal interview, op. cit.

³⁰Statement by Dr. H. P. Moffatt, personal interview, op. cit.

Concern for the low salary status of superintendents in both Prince Edward Island and Newfoundland was also expressed by officials of those provinces.

XI. THE NUMBER AND EXTENT OF PROVINCIAL SALARY INCREASES AWARDED IN RECENT YEARS

Investigation revealed that in the five-year period, 1959-1963, salary increases had been awarded to superintendents in eight of the nine provinces. Table LXXV presents the relative data on these increases.

In the provinces of Alberta, Saskatchewan and Prince Edward Island, three upward revisions of salary had occurred in this five-year period, and in the remaining provinces (with the exception of Newfoundland where there had been no increase at all), there had been two salary revisions in this same five-year period.

XII. SUMMARY OF CHAPTER XIII

It would appear that there were great variations in the minimum and maximum salaries offered provincially-employed superintendents in the various provinces of Canada in 1961. Minimum salaries ranged from a low of \$3,840 in Prince Edward Island, to a high of \$10,000 in Ontario. The median minimum salary for all provinces was found to be \$7,560. Maximum salaries also varied from a low of \$3,840 in Prince Edward Island, to a high of \$12,000 in Ontario, and the median maximum for all provinces was found to be \$9,180.

TABLE LXXV

SUPERINTENDENTS' MAXIMUM SALARIES IN THE FIVE YEAR
PERIOD 1959 - 1963

Province	<u>Amount of Maximum Salary</u>				Total Number of Increments Given in the five year period 1959-1963
	1959	1960	1961	1962	1963
British Columbia	8,100	9,060	9,060	9,420*	9,420
Alberta - Superintendents	8,580	9,000	Div. I	9,900	9,900
			Div. II	10,380	10,380
Inspectors of High Schools	9,000	9,420	9,900	10,860	10,860
Saskatchewan Superintendents	8,832	9,180	9,456	10,032	10,032
High School Superintendents	9,552	9,936	10,212	10,836	10,836
Manitoba	9,480	9,480	9,480	9,840	10,200
Ontario - Elementary - Secondary Group I Group II	10,000	11,000	11,000	11,000	12,000
	10,000	11,000	11,000	11,000	13,000
	11,000	12,000	12,000	12,000	13,000
New Brunswick	6,900	7,200	7,200	9,348	9,348
Nova Scotia	6,900	8,550	8,550	8,550	9,120
Prince Edward Island	3,450	3,600	3,840	5,200	5,200
Newfoundland	6,160	6,160	6,160	6,160	6,160

* An increase in Administrative Allowances took effect in July, 1962, also.

While there was a variety in the size of annual increments payable to superintendents, the most frequently occurring increment was one for \$360 per year. The length of time taken to reach maximum salary also varied from Prince Edward Island, where there was no increment pattern at all, to a total of eight years in Nova Scotia. The modal number of increments required to reach maximum salary from across the country was found to be five. In the provinces of Alberta, Saskatchewan, and Ontario where secondary school inspectors were employed and operating at the high school level only, a salary differential favouring these officials, as compared with those working predominantly at the elementary level, was found to exist.

In return for the services rendered by provincially-employed district superintendents of schools in British Columbia, as executive officers, school boards are authorized under the School Act to pay an additional administrative allowance. Such amounts paid by boards to their superintendents, however, are not to exceed a maximum of \$4,000.

The actual salaries earned by superintendents in the 1960-1961 school year ranged from a low of \$3,840 in Prince Edward Island, to a high of \$13,060 in British Columbia, a difference of \$9,220. While the median salary earned by Canadian superintendents in 1961 was \$9,849, it was only in the provinces of British Columbia and Ontario that provincial medians exceeded this figure. It would appear that the salary range in the three prairie provinces represented an intermediate position between that of the high salaries paid in British

Columbia and Ontario, and the relatively poorer scales as found in the Atlantic provinces.

Evidence presented in this chapter indicated that 39.7 per cent of the superintendents were earning salaries which were less than those of some of their principals over whom they had supervisory responsibilities. Again, although to a lesser extent, it was found that certain supervisory personnel employed by school boards, and some vice-principals as well as teachers were earning salaries greater than those of their superintendents. Further evidence presented in this chapter demonstrated the extent to which locally-employed superintendents and inspectors of schools, particularly those in Ontario, were earning salaries far in excess of those earned by provincially-employed personnel who were performing a somewhat similar role.

The extent to which first appointment to the provincial superintendency service had resulted in either an increase or decrease in salary was also investigated. For 45.9 per cent of the participants, first appointment to the superintendency had resulted in an increase in salary; for 35.3 per cent it had meant a decrease; and for 18.3 per cent, the salary had remained approximately the same. Actual salary increases ranged from \$100 to more than \$3,000, although the median salary increase varied from a low of \$400 in British Columbia, to a high of \$1,000 in New Brunswick and Newfoundland. With the exception of British Columbia, more than 40 per cent of the superintendents in each of the other provinces indicated that

appointment to the superintendency had meant an increase in salary. The decreases in salary for the 35.3 per cent so reporting, ranged from a low of \$100 to a high of more than \$3,000, although the median decreases varied from \$200 in Newfoundland, to \$1,107 in British Columbia.

It would appear from data presented in this chapter that in the period, 1946-1960, there had been a marked decline in the percentage of superintendents experiencing any increase in salary upon first appointment, as compared with the previous fifteen-year period, 1931-1945. It would appear that many new appointees to the provincial service were called upon to take a rather large decrease in salary upon first appointment.

Senior department of education officials were also questioned regarding the adequacy of superintendents' salaries. While in British Columbia, Alberta, and Manitoba senior department officials considered their provincial salaries to be adequate, in the remaining six provinces concern was expressed over their inadequacy.

Investigation revealed that in the five-year period, 1959-1963, two or three salary increases had been awarded to superintendents in each of eight provinces participating in this study.

CHAPTER XIV

ANNUAL VACATION PROVISIONS FOR SUPERINTENDENTS

All provincial governments grant their superintendents a paid annual vacation each year. In the majority of cases the vacation time allowed is three weeks, but in several provinces employees with many years' service are entitled to a maximum of four weeks. Such is the case in the provinces of British Columbia, Alberta, Saskatchewan, and Ontario, and the conditions under which this additional vacation time is allowed is illustrated in Table LXXVI. Certain provinces have a shorter vacation allowance for those in the beginning years of service. In British Columbia, for example, superintendents in their first three years of service are entitled to only two weeks' vacation, while in Manitoba, this two weeks' limit applies to those in their first year of service only.

In Alberta, for superintendents in their first year of service, the vacation allowance is approximately one week. The reason for this is that each provincial employee is allowed holiday leave at the rate of 1-3/4 days for each full calendar month of his employment during the preceding calendar year. Therefore, a superintendent who began his service with the Alberta Department of Education on August 15th, 1960, would have been entitled in 1961 to holidays at the rate of 1-3/4 days for each of the months of September to December inclusive, or a total of seven days. In Alberta also, after the completion of

TABLE LXXVI

MAXIMUM ANNUAL VACATION PROVISIONS FOR PROVINCIAL SUPERINTENDENTS
AS OUTLINED IN DEPARTMENTAL REGULATIONS

Province	Maximum Vacation Allowance Possible	Conditions Under Which Maximum Vacation Allowance is Granted
British Columbia	4 weeks	After 20 years' service with the Civil Service
Alberta	4 weeks	After 24 years' service with the Civil Service
Saskatchewan	4 weeks	After a total of 25 years' combined teaching and Civil Service experience, of which at least 15 years must be in the Civil Service
Ontario	4 weeks	After a total of 25 years' service with the Civil Service
Manitoba	3 weeks	No additional time awarded for long service
New Brunswick	3 weeks	No additional time awarded for long service
Nova Scotia	3 weeks	No additional time awarded for long service
Prince Edward Island	3 weeks	No additional time awarded for long service
Newfoundland	3 weeks	No additional time awarded for long service

24 years' service with the Department, holidays are calculated on the basis of 2-1/3 days for each month of service, and thus a total of four weeks' annual leave is obtainable.

Table LXXVII shows the vacation allowances to which Canadian provincially-employed superintendents were entitled in 1961. While 82.1 per cent were entitled to a total of three weeks' vacation, 13.8 per cent of the superintendents were entitled to four weeks. Only in the provinces of British Columbia, Manitoba and Alberta were there any superintendents receiving less than three weeks' annual vacation. Although 23.4 per cent of the staff in British Columbia reported receiving only two weeks, in the provinces of New Brunswick and Nova Scotia all superintendents were entitled to the same vacation leave of three weeks.

I. SUPERINTENDENTS' OPINIONS CONCERNING THE ADEQUACY OF THEIR VACATION ALLOWANCES

Superintendents entitled to four weeks' vacation were invited to express their opinions concerning the adequacy of this allowance, and these observations appear in Table LXXVIII. Of the 64 superintendents entitled to four weeks' vacation, 87.5 per cent considered the allowance adequate, while 12.5 per cent regarded it as inadequate.

A large proportion of the superintendents (82.1 per cent) received three weeks' annual vacation in the 1961 year, and as Table LXXIX shows, 48.6 per cent of them considered this allowance adequate,

TABLE LXXVII

ACTUAL VACATION TIME ALLOWED FOR CANADIAN SUPERINTENDENTS

Length of Vacation Allowed	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
4 weeks	14.9	7.9	35.8		11.4			28.6	23.5	13.8
3 weeks	61.7	82.6	64.2	95.5	88.6	100.0	100.0	71.4	76.5	82.1
2 weeks	23.4			4.5						2.8
1 week		9.5								1.3
Total number of respondents	47	63	67	44	193	12	14	7	17	464

TABLE LXXVIII

OPINIONS OF SUPERINTENDENTS ENTITLED TO FOUR WEEKS' VACATION CONCERNING THE ADEQUACY OF THIS LEAVE

Superintendents' Opinions	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Allowance considered adequate	85.7	40.0	100.0		90.9			100.0 50.0 87.5
Allowance considered inadequate	14.3	60.0			9.1			50.0 12.5
Number of superintendents entitled to four weeks' vacation	7	5	24		22			2 4 64
Percentage of total Canadian superintendency force entitled to four weeks' vacation	14.9	7.9	35.8		11.4			28.6 23.5 13.8
Total number of respondents	47	63	67	44	193	12	14	7 17 464

TABLE LXXIX

OPINIONS OF SUPERINTENDENTS ENTITLED TO THREE WEEKS' VACATION CONCERNING THE ADEQUACY OF THIS LEAVE

Superintendents' Opinions	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Allowance considered adequate	41.4	73.1	46.5	40.4	42.1	50.0	57.1	20.0	23.1	48.6
Allowance considered inadequate	58.6	26.9	53.5	59.6	57.9	50.0	42.9	80.0	76.9	51.4
Number of superintendents entitled to 3 weeks' vacation	29	52	43	42	171	12	14	5	13	381
Percentage of total superintendency force entitled to 3 weeks vacation	61.7	82.6	64.2	95.5	88.6	100.0	100.0	71.4	76.5	82.1
Total number of respondents	47	63	67	44	193	12	14	7	17	464

while 51.4 per cent considered it inadequate.

Of the 19 superintendents from the provinces of British Columbia, Alberta and Manitoba entitled to less than three weeks' vacation, 84.2 per cent considered the allowance inadequate and these data are presented in Table LXXX.

Superintendents on their Questionnaire were invited to express their views concerning this matter of vacation provisions, and as a result, many interesting observations were made by a great number of respondents. From an analysis of these comments, it would appear that the general classifications which follow constitute a summary of those observations made with the greatest frequency.

The most frequently occurring comment was that a vacation of three weeks or less was quite inadequate. Many making this observation indicated that the vacation provision should be in the neighbourhood of four weeks. Typical comments within this category were the following:

To be placed on the absolute minimum Civil Service vacation allowance (i.e. two weeks) after twenty years' service in the schools of the province is a poor reward for entering the British Columbia Civil Service.

Three weeks is perhaps adequate for rest and variation, but it is not sufficient time for study or travel.

An allowance of three weeks for beginning superintendents and four weeks for experienced men would be far more desirable.

The short vacation period is one of the severest penalties paid by superintendents.

TABLE LXXX

OPINIONS OF SUPERINTENDENTS ENTITLED TO LESS THAN THREE WEEKS'
VACATION CONCERNING THE ADEQUACY OF THIS LEAVE

Superintendents' Opinions	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Allowance considered adequate	18.2			50.0						15.8
Allowance considered inadequate	81.8	100.0		50.0						84.2
Number of superintendents entitled to less than three weeks' vacation	11	6		2						19
Percentage of total superintendency force entitled to less than 3 weeks' vacation	23.4	9.5		4.5						4.1
Total number of respondents	47	63	67	44	193	12	14	7	17	464

Three weeks is entirely inadequate when you consider the number of hours a week a superintendent works as compared to other professional groups.

In Saskatchewan three weeks is the statutory minimum for all employees who have been with the same employer for five years or more. Therefore, we should be entitled to at least four weeks.

Many superintendents who considered that at least a month's vacation was necessary, commented that arrangements to make this feasible would present little difficulty at all. In particular, several of the Ontario inspectors made this observation and typical of their comments were the following:

Besides the three weeks' holiday, there are three other weeks in the summer when the pressure of work is not great. It would not create difficulties to be absent for a month.

As another inspector and I share an office it would be very simple to arrange for each to handle the other's work for a longer vacation period without any loss of efficiency.

Summer is a slack time once our June reports have been completed. A month could easily be granted without any harm to education.

Several superintendents, suggesting that vacation provisions were inadequate, referred to the number of extra hours that they were required to put in during the year, and therefore considered that they were entitled to at least more than three weeks' vacation time. Typical comments of the superintendents expressing this viewpoint were the following:

We often lose statutory holidays through special assignments; our duties are not subject to working hours and we do a great deal of work after

regular hours. In view of all this I feel that a full month's vacation would not be an unfair request.

Some provision should be made for additional vacation time in order to compensate for the many days away from home spent in evening meetings etc., which are required by the very nature of our work.

Considering the amounts of extra day and evening time spent during the year, three weeks is completely inadequate if one wishes to do further studies and have a holiday in order to rest up for another year.

Because of the nature of the work, the reported pressure and the strain, some respondents felt that more vacation time was most necessary. Their comments appeared as follows:

From British Columbia:

Two periods of two weeks each or one period of four weeks' duration would be more realistic and would help to reduce the superintendent mortality rate. British Columbia has a poor record in this department, and therefore superintendents should definitely be granted more holiday time.

From Alberta:

On the job one is constantly in demand, and therefore an opportunity to get away is necessary both for relaxation and to adjust one's thinking regarding the position.

From Saskatchewan:

For the release from the strain of ever-present responsibility I feel that there should be a minimum of four weeks.

From Ontario:

Considering salary and pressures I feel that four weeks would give one the time to get away from the situation.

There is constant tension in the inspector's work and a longer vacation would therefore be beneficial for health reasons.

I always feel the need of an extra week -- i.e. a total of four weeks altogether in order to be freed from responsibility, so as to catch up on professional reading, and to adjust one's perspective.

As has already been indicated, in certain provinces inspectors who have given long years of service are entitled to longer vacation periods. Many respondents considered that the number of years of service required to qualify for this privilege was unduly and unnecessarily long. Some of the typical comments made in this regard were as follows:

From Alberta:

After ten years' service one should be entitled to four weeks. To have to wait twenty-four years for this privilege is ridiculous.

From Saskatchewan:

We get four weeks' vacation only after 25 years' combined service i.e. teaching and civil service together. The maximum amount of teaching service that can be included is 10 years and the minimum amount of public service is 15 years.

From Ontario:

I was appointed an inspector at the age of 38. Only when I am 63 years of age (i.e. after 25 years' service) will I qualify for four weeks' holiday. However, I must retire at age 65.

As an employee of the provincial government for more than 25 years I receive four weeks' vacation with pay. However, this is only for members of the "Quarter Century Club," and most of my colleagues get three weeks' vacation only. This is certainly inadequate.

A man should be entitled to four weeks' vacation after spending 25 years in education. The regulation in our province stipulates four weeks' vacation only after 25 years as an inspector. Now, no one can become an inspector until after many years of teaching experience but these years do not count towards the Quarter Century Club.

After a total of 39 years spent in education I am still entitled to only three weeks' vacation.

In the province of Manitoba at the end of the school year in June almost all of the inspectors are brought into Winnipeg where they are given a summer assignment for approximately a month by the Department of Education. Some are placed in charge of the marking of Departmental Examinations, some act as directors of the summer schools, and a few become instructors in these schools. The majority of the men, of necessity, leave their families behind and come into the city of Winnipeg to fulfill this summer assignment. The nature and extent of these summer assignments in the 1961 year is aptly described in the following extract taken from the Manitoba Annual Report of the Department of Education of that year.

All members of the staff, except five, were given special summer assignments. Twelve were assigned to administrative positions in Department of Education summer schools and six taught courses therein; twelve were in charge of the supervision of the marking and scoring of grade IX departmental examinations and the completion of grade X statements of standing . . . ; six assisted the Supervisor of Examinations with the conduct of the High School Examination Board examinations in Grades XI and XII . . . ; three were assigned to administrative positions with the department and the remaining five were given no special summer duties

outside their fields.¹

Because of this particular situation there were adverse comments from many of the Manitoba inspectors, and the following are selected as being representative:

All inspectors are entitled to three weeks only, but this is not sufficient to give adequate rest for the busy year that inspectors have. If an inspector was not required to undertake the summer assignment it would not be quite so noticeable.

Since nearly all the inspectors in this province have summer duties with no extra pay, I think we should have at least four weeks' vacation.

Additional time during the summer should be available for professional reading and development. The special summer assignments consuming three to four weeks leave little time for this, and it is extremely difficult to take courses.

In view of the above comments which may be regarded as typical, and having in mind the nature and extent of the summer assignment which is given to each Department inspector, the following statement from a recent report is of interest:

In addition to the problem of receiving, confirming and making student promotions, the inspector must also investigate complaints arising out of promotions. He should also be available for consultation with trustees on matters such as the hiring of teachers and the planning and construction of new schools and additional facilities. In both of these matters he is vitally concerned and his advice is constantly sought. In addition, some time must be devoted to assessing the work of the past year in preparation for the writing of his annual report, and to planning and organizing for the coming year. Finally, there should be time available outside of the school

¹Government of the Province of Manitoba, Report of the Department of Education, 1961, (Winnipeg: R. S. Evans, Queen's Printer, 1961), p. 28.

year, for consultation and conference with other inspectors and research. Too often, these duties must either be performed in addition to summer assignments outside their inspectorates made by the Department of Education, or be left until September when the inspector should be completely free to assist with the many problems which inevitably arise during the opening of school particularly with inexperienced teachers.²

Many of the Newfoundland supervisors when questioned on this matter indicated that they were often asked to teach at the Probationers' Summer School held in St. John's during the summer. According to the Deputy Minister of Education for the Province:

We use supervisors as instructors in the Probationers' Summer School because of their experience. They have supervised these beginning young people and have had them in their districts. Therefore, they know what they are up against. We also engage about half a dozen senior teachers from around the province to come in and give the courses with them This is all part of the supervisor's duties. After all, what else would they do during the summer? They are Civil Servants and these are the Civil Service regulations.³

The suggestion was made that perhaps these supervisors would have been able to keep themselves quite busy enough within their school districts during the summer without having to make the trip to St. John's and instruct at the Probationers' Summer School. To this the Deputy Minister replied:

²Government of the Province of Manitoba, Report of the Manitoba Royal Commission on Education, 1959, p. 115.

³Statement by Mr. P. Hanley, personal interview, op. cit.

No, I don't think they could. A job is what you make it quite often. Some of them are conscientious enough to want to do this type of work in their district, and would do it, I suppose, but others would simply spend the time at home. Now, not all of them instruct in the Probationers' Summer School. Some of them come in to St. John's and work for a month in the office of the Department of Education, assembling the annual returns from the schools, correcting these results and doing clerical work for us.⁴

Comments made by the Newfoundland district supervising inspectors themselves were as follows:

Special provisions are needed to give Newfoundland supervisors at least a **month's** vacation.

When schools close we are called in to St. John's either to work at the Department of Education or to teach at the Probationary Teachers' Summer School. In my case this means six weeks away from my family at a time of the year when most people are holidaying. This is the most unpleasant feature of the job.

Not all the superintendents' comments, however, were of a critical nature regarding vacation provisions. A minority of superintendents made comments such as the following.

Three weeks is sufficient. We are "on call" for another five weeks, but the load is relatively light for these five weeks. In practice we are "on call." However, we have plenty of opportunity to take any routine work to our summer cottages if no urgent work is forthcoming.

Since each of us is his own boss more or less, three weeks' vacation is not a hardship in any sense.

This is just an occupational hazard. I knew it before I took the job so it has to be adequate.

⁴Ibid.

There is so much to be done during the summer months that it is difficult to get away for even three weeks.

It is difficult to leave the area in the summer and therefore more holiday time would be of no advantage.

While according to provincial regulations superintendents were entitled to varying vacation periods, it appeared that there were differences, not only in the amount of vacation time to which these superintendents were entitled, but also in the conditions under which they were taken. Of interest were these typical comments.

From British Columbia:

I take my vacation only after all vacancies have been filled.

From Alberta:

Three weeks would be sufficient vacation if it were possible to take it all at one stretch. However, this has never been possible in my position.

From Manitoba:

Rarely are vacations taken at any other time than the summer. It is almost mandatory to take one's vacation in August due to the summer assignment in July.

Summer duties mean that July is out as far as holidays are concerned. Therefore, we take them in August.

Our vacation must be taken in July or August unless particular reasons are submitted for wanting to take it at another time.

From Ontario:

It is difficult to dissociate oneself from the work even for three weeks. We are urged to take our

vacation during July or August, but I still usually receive calls from boards during my summer vacation.

Unless one gets right out of town one's vacation time is seriously cut into by boards and trustees.

Many inspectors would like to take an occasional vacation during the winter, but we must take it during July or August when schools are closed.

From New Brunswick:

Our vacation time would be adequate if only we **could** obtain three consecutive weeks, but this is usually impossible.

I take only one week of my vacation at a time and I only ever take two-thirds of my holidays each year due to the pressure of work.

From Nova Scotia:

I take holidays in July or August with a day or two scattered through the year - whenever feasible or possible.

From Prince Edward Island:

No time is specified for a vacation period. During the months of July and August when schools are closed school boards are continually seeking advice and direction in the hiring of teachers, in the improvement of school properties and in the purchase of equipment.

I just take odd days during July and August.

Due to summer session study, work pressures or staff problems it would appear that several superintendents have been unable to avail themselves of their full vacation period. Typical comments from superintendents in this position were the following:

From British Columbia:

Far too frequently our superintendents, under pressure of staffing etc., take no holidays to speak of.

I have had my full three weeks' holidays only once in sixteen years.

The pressure of duties usually interferes with the taking of my vacation, and I have therefore taken it fully only twice in my eleven years' service with the Department.

For years it was not possible to take holidays in the summer because of staffing problems. Once school started again it was impossible to take them.

From Alberta:

Whether or not holidays are taken depends upon whether a full complement of teachers has been secured.

From Manitoba:

During July I teach as part of my summer assignment, then come the Grade IX promotions: Often, therefore, I do not take all of my holidays.

From Ontario:

I am usually employed as an inspector in summer school and therefore am only able to take a small portion of the time allotted.

For the first ten years I missed all or a part of my vacation.

If a summer session course is taken, our vacation is lost altogether. Often, we are required to teach and cannot take our vacation.

From New Brunswick:

I have not been able to take the three weeks as holidays for the past several years due to the increase in the number of teachers and administrative work.

From Newfoundland:

Vacation time comes usually at the end of the Probationers' Summer School -- this year August 18th. If schools open on September 1st., we should therefore be able to get nine days' holiday. I have never had more than two weeks' vacation since I joined the service eight years ago.

II. SUMMARY OF CHAPTER XIV

All provincial departments of education grant their superintendents a paid annual vacation each year. In the majority of provinces the vacation time allowed is three weeks, but in four provinces (British Columbia, Alberta, Saskatchewan and Ontario), certain employees who have completed a great many years' service are entitled to a maximum of four weeks. In 1961 it would appear that 82.1 per cent of the participants were entitled to a vacation of three weeks, while 13.8 per cent were entitled to four weeks. The remaining 4.1 per cent received vacations of two weeks or one week only.

While 87.5 per cent of the superintendents entitled to a four weeks' vacation considered this to be an adequate allowance, only 48.6 per cent of the superintendents receiving three weeks' holiday regarded this allowance as adequate. A further 51.4 per cent considered it inadequate. Any period of less than three weeks for annual vacation appeared to be regarded as inadequate by the great majority of superintendents. Of the 464 superintendents surveyed, 52.6 per cent considered their vacation allowance adequate, while another 47.4 per cent regarded their allowance as inadequate.

Superintendents on their questionnaire were invited to express their views on the matter of vacation allowance. About half of the superintendents (47.4 per cent) considered their vacation allowance inadequate, and made statements to this effect in which they expressed their dissatisfaction.

Many of the Manitoba and Newfoundland inspectors, in particular, expressed dissatisfaction at having to report to the Department of Education during the summer to undertake a summer assignment. These assignments appeared to be not only time consuming (time which might be more profitably spent in their own school districts), but also necessitated their being away from home and family at this particular time of the year, which was a hardship.

While there appeared to be varying provincial regulations regarding vacation allowances for superintendents, there were also varying conditions under which these holidays were taken. In addition, it seemed that because of work pressures many superintendents appeared unable to avail themselves of their full holiday allowance.

CHAPTER XV

RETIREMENT AND PENSION PROVISIONS FOR SUPERINTENDENTS

Without going into the intricacies of the various pension plans available to superintendents, their purpose is to permit retirement at a certain age with the assurance of enough income to enable them to live respectably and beyond the possibility of actual want. To achieve this end, superintendents are required to contribute regularly from their salaries to add to the amount of funds allocated by the province. Soundness of the pension base, the size of the contribution of superintendent and employer, guarantees of withdrawal from service and the like, are among the factors to be considered in evaluating a pension plan.

The various provincial retirement systems in operation are most commonly of the joint-contributory type, operating in some cases under a cash disbursement plan, and in others on an actuarial basis. Since the information with respect to retirement gathered for this study was concerned chiefly with the superintendents under a retirement system, and did not include a detailed analysis of the operation of existing systems, only a few of the salient characteristics of those retirement systems are hereby indicated.

Pension Contributions

Canadian superintendents employed by provincial departments of education are required to contribute a certain percentage of

salary towards the cost of their pensions. It would appear that these percentages vary from a minimum of five, to a maximum of ten per cent. While these amounts are deducted regularly from superintendents' pay cheques, a matching sum is contributed by the provincial government concerned.

Retirement Age

Closely associated with pensions are the scheduled ages for retirement, and it would appear that the normal age for the retirement of superintendents and inspectors in the various provinces of Canada is 65 years.

While in all provinces retirement is normally compulsory for a superintendent upon attaining the age of sixty-five years, there is a provision for the retention of a superintendent after the age of retirement. If, upon the recommendation of the Public Service Commission, it is decided that it is in the public interest to retain the services of an employee who has attained the age of retirement, the services of such an employee may be retained subject to certain provisions. There is also provision in all provinces for an optional retirement between the ages of sixty and sixty-five years. A superintendent may retire, if he wishes, at any time between his sixtieth and sixty-fifth birthdays provided he has then been employed for at least a certain minimum number of years.

Pensionable Service

It is generally acknowledged that an employee's pension should not be equal to or more than his salary. In the pension acts of most

provinces a limit is imposed on the amount of pension that an employee can receive. This is done by restricting the period of his service on which pension payments are based to a maximum of thirty-five years. It must also be pointed out that the period of pensionable service does not necessarily coincide with the contributory period. A superintendent may start contributing at age 25 and cease contributing at age 60, but his pensionable service runs from age 30 to age 65. This arrangement works to the advantage of those who enter the service young; they usually start at lower salaries and thus make smaller contributions to begin with, and avoid a high rate of contribution during their final years of service. They also receive better pensions if they have to retire early on account of disability. It would appear that these effects are intentional, being designed to encourage young people to enter the Civil Service and make it a life-time career.

The Administration of Pension Schemes

With a few exceptions, the various provincial superannuation schemes are under the jurisdiction of a Retirement Board, some members of whom are provincial officials serving ex-officio, while others represent the employees. All these boards have an executive officer or secretary, assisted by a full-time staff.

I. THE DEGREE OF SATISFACTION WITH PROVINCIAL RETIREMENT AND PENSION SCHEMES AS EXPRESSED BY SUPERINTENDENTS

On their individual questionnaires superintendents were asked

the question, "Do you think that satisfactory provisions are made for superintendents' or inspectors' retirement pension in your province?" Table LXXXI shows the respondents' replies to this question. From across Canada the great majority (74.1 per cent) of superintendents and inspectors considered that satisfactory provisions for retirement pension had been made. With the exception of Saskatchewan, more than half of the superintendents in each province considered the pension provisions satisfactory, and only in Manitoba and Newfoundland (where the percentages were 63.6 and 76.5 respectively) did the number of superintendents expressing satisfaction fall below eighty per cent.

II. THE FORMULAE BY WHICH THE VARIOUS PROVINCIAL PENSION PAYMENTS ARE DETERMINED

British Columbia

In British Columbia, the retirement pension was found to be based on the average salary for the last ten years of service before retirement. The formula for computing the retirement pension was the number of years of service (up to a maximum of 35) multiplied by 2% of the average salary for the last ten years.¹ It should be noted also in this province, that for pension purposes, only that part of a superintendent's salary which was received from the Department of Education was considered when calculating pension payments.

¹Government of the Province of British Columbia, Civil Service Superannuation Act, Chapter 57, (Victoria: A. Sutton, Queen's Printer, 1962), S. 19, (7), p. 432.

TABLE LXXXI

SUPERINTENDENTS' REPLIES TO THE QUESTION, "DO YOU THINK THAT SATISFACTORY PROVISIONS ARE MADE FOR SUPERINTENDENTS' OR INSPECTORS' RETIREMENT PENSION IN YOUR PROVINCE?"

Nature of reply	Percentage of Superintendents by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Yes	80.9	87.3	38.8	63.6	80.8	83.3	85.7	85.7	76.5	74.1
No	14.9	9.5	61.2	34.1	18.7	16.7	14.3	14.3	23.5	24.6
Undecided or do not have sufficient knowledge of provisions available	4.2	3.2		2.3	0.5					1.3
Total number of respondents	47	63	67	44	193	12	14	7	17	464

This meant that superintendents in British Columbia upon retirement received pension payments, based not upon their total salary (which is made up of both the Department of Education payment plus the administrative allowances paid by the local school district boards), but only upon that portion of the salary received from the Department of Education.² Several district superintendents in British Columbia referring to this particular point commented as follows:

Provisions are reasonable, but pension is not based on one's total salary.

Our salaries are paid partly by the Department of Education, and partly by our School Board. However, the local board salary does not apply towards superannuation and I think it should.

Alberta

In Alberta, the pension for superintendents who must retire at age 65 is computed in the following manner:

The normal pension payable to an employee upon his retirement shall be an annual amount equal to two per cent of the average annual salary paid to him during the last five years of his pensionable service, multiplied by the total number of years of his pensionable service, computed to the nearest complete month thereof, or by thirty-five, whichever number is the less.³

Table LXXXI, page 428, shows that 87.3 per cent of the Alberta respondents considered pension provisions adequate.

²As of July, 1962, the retirement pension for District Superintendents of Schools in B.C. is now calculated on total salary, i.e. on the Department of Education salary plus the administrative allowance paid by local boards to their superintendents.

³Government of the Province of Alberta, The Public Service Pension Act, Chapter 264 of the Revised Statutes of Alberta, 1955, (Edmonton: L.S. Wall, Queen's Printer, 1961), S. 19, (1), p. 8.

Saskatchewan

Considerable dissatisfaction with the provisions for retirement pension was voiced by the superintendents from Saskatchewan. As seen in Table LXXXI, page 428, 61.2 per cent of the men in this province did not consider the provisions at all satisfactory. The formula for arriving at pensions in this province in 1961 was one-fiftieth of the average yearly salary of the employees during the last ten consecutive years, multiplied by the total number of his years of continuous service. However, at the time this study was conducted there had been established a statutory ceiling figure above which no pension payment could rise. This figure, set at \$4,200.00, constituted the maximum pension that any superintendent could earn.

On April 1st. 1962, however, a change in the Public Service Superannuation Act became effective and as a result,

a superannuation allowance shall be calculated upon the average yearly salary of the employee during the six consecutive years of highest salary and shall be one-fiftieth part of such salary multiplied by the total number of his years of continuous service.⁴

Due to this most recent change in legislation, the maximum ceiling figure payable has been raised from \$4,200.00 to \$6,000.00. This total additional increase of \$1,800.00, however, is to be spread

⁴Government of the Province of Saskatchewan, The Public Service Superannuation Act, Chapter 59 of the Statutes of 1962, (Regina: Lawrence Amon, Queen's Printer, June, 1962), Section 13 - (1), p. 9.

out over a five year period, or at the rate of \$360.00 per year (\$30.00 per month). At the time Saskatchewan superintendents completed their questionnaires, however, the ceiling figure for superannuation payments established by statute was \$4,200.00, and it was this fact which accounted for the many criticisms of, and the dissatisfaction with the pension plan. Typical of superintendents' comments were the following:

The pension today has a maximum of only \$4,200.00 and this is totally inadequate.

Saskatchewan has a \$4,200.00 ceiling on pensions which creates a hardship. I believe that most provinces provide up to 70% of the average of the last five years' salary.

We have a statutory maximum which is not related to one's terminal salary.

The superintendents' pension comes under the general superannuation plan for the whole Provincial Civil Service. The formula itself is satisfactory but there is a limiting ceiling of \$4,200.00 which prevents superintendents' pensions from reaching the maximum according to this formula.

This ceiling is presently under review. There are prospects of considerable improvement within the next five or six years.

Manitoba

Table LXXXI, page 428, shows that 63.6 per cent of the Manitoba inspectors expressed satisfaction with the provisions for retirement in their province. Effective April 1st, 1961, a revision of the superannuation plan took place, and this new revision is outlined in the Civil Service Superannuation Act. Several of the Manitoba inspectors remarked that these recent changes in legislation had

certainly made the provisions more satisfactory. The formula upon which retirement is calculated is as follows:

. . . two per cent (one-fiftieth) of average annual salary during the past fifteen years of pensionable service, multiplied by the years of pensionable service up to a maximum of 35. . . .⁵

It would appear that most Manitoba inspectors are appointed to the provincial service at a comparatively late date in their educational career. As a result, these men do not contribute to the Civil Service Superannuation Fund over a period long enough to provide them with an adequate pension. Therefore, in addition to the pension received from the Civil Service Superannuation Fund, Manitoba inspectors are eligible to claim from the Teachers' Pension Fund for those years in which they served as teachers. In view of this situation several of the Manitoba staff made comments of which the following are typical:

An inspector requires training and experience so that the majority of men do not get in enough years as an inspector for pension purposes.

This situation is gradually improving, but in Manitoba the picture is none too bright. This is particularly true if the inspector has had a comparatively short service term e.g. 12 - 16 years.

The pensions are not adequate at the present time. Many inspectors are appointed at a late date in their educational career, and therefore do not contribute to the pension fund over a period long enough to provide them with an adequate pension.

⁵Government of the Province of Manitoba, The Civil Service Superannuation Board, Your New Superannuation Plan, The Board, (Mimeo.), June 1961.

Ontario

As far as inspectors of schools in Ontario are concerned,

The amount of every annual superannuation and disability allowance shall be computed by dividing by 50 the amount of the average annual salary of the contributor during the thirty-six consecutive months of his contributory service during which his salary was highest, and multiplying the quotient by the total number of full years and any part of a year of contributory service, but not more than thirty-five years of service shall be reckoned.⁶

While 80.8 per cent of the Ontario inspectors indicated that satisfactory provisions for retirement pension had been made in their province, the following clauses in The Public Service Superannuation Act proved to be the subject of strong criticism voiced by many of these same inspectors. Strong exception was taken to the following:

(1) Every person who had been a contributor to the Teachers' Superannuation Fund and who was a contributor to the Public Service Superannuation Fund on the 1st day of July, 1953, and whose contributions and credits in the Teachers' Superannuation Fund have been transferred to the Public Service Superannuation Fund shall receive service credit to the extent of 70 per cent of his service credit in the Teachers' Superannuation Fund, but in no case shall the number of years of service credit so obtained exceed twenty years.

(2) Where a person who was a contributor to the Teachers' Superannuation Fund becomes a contributor to the Public Service Superannuation Fund after the 1st day of July, 1953, an amount equal to his

⁶Government of the Province of Ontario, Bill 1954, An Act to Amend the Public Service Superannuation Act, (Toronto: Frank Fogg, Queen's Printer, 1962), Section 4, 1, p. 2.

contributions and credits in the Teachers' Superannuation Fund with accumulated interest shall be transferred to the Public Service Superannuation Fund and thereupon he shall receive service credit to the extent of his service credit in the Teachers' Superannuation Fund, but in no case shall the number of years of service credit so obtained exceed twenty years.⁷

That there was strong dissatisfaction as a result of the above clauses was seen from the numerous comments made by inspectors from this province. Not only were many of the Ontario inspectors who considered the pension provisions to be unsatisfactory strong in their criticisms of these limiting clauses, but the great majority of those who considered such pension provisions to be satisfactory, commented on the unjustness of this legislation.

Reference to these particular clauses was made by more than 50 per cent of the Ontario staff and the following comments may be considered representative of the feelings of these inspectors.

Our pensions are good except that full allowance should be made for time spent while teaching. A man must have teaching experience before becoming an inspector, but then he loses 30% of that time on assuming the role of inspector.

In changing from the Teachers' Superannuation Fund to the Pension Plan, which is done upon accepting the position of inspector, you are credited with only 70% of your years in the Teachers' Fund. There is no real necessity for this at all.

⁷Government of the Province of Ontario, The Public Service Superannuation Act, Revised Statutes of Ontario, 1960, (Toronto: Frank Fogg, Queen's Printer, 1961), S. 26, (1,2), p. 13.

Thirty per cent of a transferee's pension is lost when transferring from the Teachers' Fund to the Civil Service Fund, in spite of the fact that a minimum of seven years' teaching service is required before one can even be appointed to the inspectorial service.

Only 70% of previous superannuation accumulated as a teacher is recognized. Since this experience as a teacher and/or principal is a positive factor in the work as supervisor and stands in the same field, full superannuation for teacher service should be recognized.

Persons who enter the Civil Service from the Ontario Teachers' Superannuation Fund lose 30% of their service time. No financial or moral justification exists for this discrepancy. It eliminates many experienced teachers and principals from possible promotion to inspector.

I taught for twenty years before becoming an inspector but received credit for superannuation purposes for only fourteen of these.

New Brunswick

Generally speaking, superintendents in New Brunswick expressed satisfaction with pension provisions in their province, and only two of the twelve men concerned felt that the provisions were not adequate. The formula for calculating pension payments in this province was two per cent of the average salary for the last three years of employment multiplied by the number of years of pensionable service to a maximum of thirty-five years. It would appear also that in every case in New Brunswick, the last three years are the

best years.⁸

As an alternative to the Provincial Civil Service plan a superintendent in New Brunswick may, if he chooses, remain on the New Brunswick Teachers' Pension Plan. The pension payable under the Teachers' Plan is calculated at 75.0 per cent of the best three years' salary to a maximum of \$4,800.00.

Nova Scotia

Table LXXXI, page 428, shows that the great majority of Nova Scotia inspectors of schools appeared to be well satisfied with their pension provisions. According to the Superannuation Act for that province, the calculation of the annual superannuation allowance payable to a retired inspector in Nova Scotia shall be:

One fiftieth of the average salary . . . in respect of the five years during which he was in receipt of the highest salary, multiplied by the number of years of his service not exceeding thirty-five years.⁹

In computing the number of years of service of an inspector in the public service, he shall be credited,

(a) with one year for each year of service to which he is entitled for the purpose of retirement allowance under the provisions of the Teachers' Pension Act, upon the transfer from the Teachers' Pension Fund to the Fund of such amounts as the Governor in Council prescribes.¹⁰

⁸Statement by Dr. F. E. MacDiarmid, personal interview, September 20th, 1962.

⁹Government of the Province of Nova Scotia, Public Service Superannuation Act, Chapter 241, Revised Statutes of Nova Scotia, 1954 with amendments to 1958, Part 1, p. 4.

¹⁰Ibid., p. 4.

Prince Edward Island

The superannuation allowance for a superintendent in Prince Edward Island is calculated upon his average salary during the last three years of service, and the formula employed is one-fiftieth multiplied by the total years of service up to a maximum of thirty-five years.

In addition,

(1) any person who is or has been appointed a permanent civil servant and who is or has been a contributor to the Teachers' Superannuation Fund may transfer his years' service as recognized under the Teachers' Superannuation Act to the Civil Service Superannuation Fund.

(2) Upon such transfer such employee shall be deemed to have been in the employ of the Provincial Government for such recognized period of service, and to be eligible accordingly to the benefits provided under this act.¹¹

The majority of superintendents from Prince Edward Island appeared to be satisfied with their province's provisions for retirement pension. While there appeared to be no dissatisfaction with the pension formula itself, there was considerable dissatisfaction with the basic salary upon which this formula was applied, and this was illustrated by the following comments:

The retirement allowance is too small compared with that of other professional fields of endeavour.

¹¹Government of the Province of Prince Edward Island, Laws of Prince Edward Island, The Civil Service Superannuation Act, 1959, (Charlottetown: 1959), Frederick F. Dillon, Queen's Printer, Chapter V. Section 3, 1 and 2, p. 4.

The pension formula is fine, provided our salaries increase to a decent level.

Newfoundland

According to the Deputy Minister of Education in Newfoundland,

Supervising inspectors are Civil Servants and are pensioned in accordance with the Civil Service Pension Plan, which provides for retirement at 65 with approximately two-thirds of the average annual salary of their best five years provided that the minimum number of 38 years of service has been given.¹²

A total of 76.5 per cent of the Newfoundland supervising inspectors reported that they were satisfied with the provisions for retirement pension.

III. SUMMARY OF CHAPTER XV

The existence of a sound retirement scheme or the lack thereof is another factor that helps to make provincial government service attractive or unattractive to the individual.

In all nine provinces, provision has been made for the retirement of school superintendents in order that they may leave active service with the assurance of some degree of economic security throughout the remainder of their lives. While superintendents are required to contribute a certain percentage of salary (varying from five to ten per cent) towards the cost of the pensions, a matching amount is contributed by their provincial government.

¹²Statement by P. J. Hanley, personal letter, December 6, 1962.

It appeared that the formula for calculating pension payments in the various provinces was usually based upon two per cent (one-fiftieth) of the average salary for the last or best three, five, ten or fifteen years (depending upon the particular province), multiplied by the number of years of pensionable service, to a maximum of thirty-five years. This meant that upon retirement at age 65, a superintendent might expect to receive, as a maximum yearly payment, a sum amounting to approximately 70 per cent of his average salary over the best or last three, five, ten or fifteen year period.

As a result of a certain question asked of all respondents, it appeared that the majority of Canadian superintendents (74.1 per cent) considered that satisfactory provisions for retirement pension in their provinces had been made. With the exception of those in Saskatchewan, more than half of the superintendents in each province regarded their retirement provisions as being satisfactory, and in most of the provinces more than eighty per cent of the respondents were of this opinion. On the other hand, considerable dissatisfaction with the provisions for retirement pension was voiced by 61.2 per cent of the superintendents from Saskatchewan. In 1961, the formula for arriving at pension payments in this province was based upon one-fiftieth of the average yearly salary of an employee during the last ten consecutive years, multiplied by the total number of years' continuous service. However, there had also been established a statutory ceiling figure above which no pension payment could

exceed. This figure, set at \$4,200 constituted the maximum pension that could be paid to any superintendent. Judging from the numerous complaints voiced by the Saskatchewan respondents, it can be assumed that it was this ceiling which was protested so strongly. Although in 1962 legislation was passed to increase this ceiling from \$4,200 to \$6,000 over a five-year period, the idea of there being any pension ceiling such as this was still strongly debated.

Criticisms of other provincial pension plans appeared to be confined to the following, although even these tended to be expressions of a minority of the superintendents in each case.

From British Columbia

For pension purposes, only that part of a superintendent's salary which was received from the Department of Education was considered when calculating the pension payment. No consideration of a percentage of the administrative allowance paid by the local boards to superintendents was made, and several superintendents felt that it should. However, it should be noted that because of legislation passed in July, 1962, salaries paid by boards to superintendents are now eligible both for pension contribution and also subsequent payment.

From Ontario

Because most superintendents had already participated in teachers' superannuation plans before joining their provincial superintendency staff, arrangements were usually made for these

earlier years of teaching service to be transferred to the superintendents' superannuation scheme for pension purposes. In most provinces, such years of teaching service were regarded as being equivalent years for pension purposes. However, in Ontario it appeared that only seventy per cent of them were so credited to the Superannuation Fund, and in no case could the number of years of service credit so obtained exceed twenty years. Many Ontario inspectors expressed strong disapproval of this procedure.

Finally, in certain of the provinces the suggestion was made that payment for pension purposes should be calculated on the average of the "best," rather than the "last" five or ten years' service.

CHAPTER XVI

EDUCATIONAL LEAVE PROVISIONS FOR SUPERINTENDENTS

It would appear that solutions to the problem of in-service education of teachers have gone through many phases and are still undergoing revisions. During recent years many school districts have invested large sums of money in attempts to stimulate teachers to improve their teaching efficiency. Among the many methods used have been educational clinics in local districts, workshops, visiting days, subsidies to teachers for intensive summer study in their particular teaching field, and co-operation by the universities in providing evening and Saturday classes.

The very nature of the teaching situation requires initiative, creativity, patience and insight, and although many teachers have taken advantage of the many above opportunities to improve their teaching efficiency, a need sometimes arises for intensive study and/or travel for the enrichment of a teacher's professional background. Such intensive study or extensive travel has usually been made possible by a plan of "Sabbatical leave." Sabbatical leave is leave given to educational personnel to permit them to improve their ability to render educational service. Such improvement is usually achieved by study or travel, but other types of experiences may be involved. Since the improvement in the individual's capacity to render service is expected to benefit the institutions involved,

some remuneration is normally given to persons on sabbatical leave.

Originally, sabbatical leave was called a "sabbatical teaching year."¹ It followed six consecutive years and hence, constituted the seventh year of service. This led to its being given the name "sabbatical." Adopted widely by institutions of higher learning, it was based on the idea that after expounding learning for six years, it was wise for teachers to renew their resources of knowledge and experience before continuing for another six year.

I. THE OPINIONS OF DEPARTMENT OF EDUCATION OFFICIALS,
SUPERINTENDENTS AND INSPECTORS CONCERNING THE PROVISIONS
FOR EDUCATIONAL LEAVE IN THE VARIOUS PROVINCES

In conversation with Department of Education officials from several provinces, the matter of keeping superintendents and inspectors in service performing efficiently, as well as providing them with sufficient opportunities to develop professionally, was discussed. Deputy ministers of education and chief superintendents were questioned concerning the current provisions that existed for educational leave in their provinces. Included also in the Questionnaire, under Part VIII, was an item intended to elicit the degree of superintendent satisfaction with these various provincial policies governing

¹Carter V. Good, Dictionary of Education, (New York: McGraw-Hill Book Company, 1945), p. 353.

educational or sabbatical leave. That there were vast differences in provincial policies on this particular matter was amply illustrated in the sections which follow.

British Columbia

Outlining the situation as it existed in his province, the Deputy Minister of Education for British Columbia stated:

Our men can either take or give a summer course without too much difficulty, and this situation does not present a problem as long as there are not too many at any one time. In most cases they continue to receive their salary during this time. If a man desires to take a university summer course he usually says that he will sacrifice his holidays altogether and in this way he can attend University for six weeks. The Civil Service is very good in this respect and they do not stick to the letter of the law. If a superintendent simply applies to me to take certain courses at a certain university I just simply send a memorandum to the Minister recommending that the necessary leave with pay be granted. The Minister agrees with me, asks a question or two, but that's all there is to it. I then send a note to the Civil Service informing them to grant leave with pay Every year about two or three of our men are either taking courses or giving lectures. They make their own arrangements with their school boards regarding their absence and have to get their teachers appointed somehow or other.²

Regarding the provision of a year's leave of absence for travel or study purposes, Dr. English continued:

I would like to see this idea of a sabbatical leave introduced whereby we would send a man abroad for a year, perhaps on full salary or at least on half pay. I think this is badly needed in the Civil Service, not only in the Department of Education but

²Statement by Dr. J. F. K. English, personal interview, op. cit.

also in other branches. It will have to come sooner or later I am rather in favour of a broader background for all our superintendents and, therefore, the more experience they get the better. Therefore, I favour introducing sabbatical leave not only for study, but also for travel. I do not think that university courses are necessarily always the answer. I think the opportunity to travel and observe practices in other countries and examine the administration of school systems in these countries is equally valuable This is why I say that part of a man's in-service training or his sabbatical leave should not be spent in just going to college and taking courses necessarily, but should be spent in travelling and observing other school systems. After all, under the present Colombo Plan we get all sorts of people from many many countries coming out to Canada to observe our schools. They come out and we are only too keen to have them. We plan an itinerary for them, give them literature and assist them in many many ways. However, there is nothing to take the place of visiting a school system and actually observing a man on the job.³

When questioned concerning this same matter of sabbatical leave for superintendents, for study or travel purposes, the President of the British Columbia Superintendents' Association remarked:

In our province there is no such provision and I do not believe that our Association has ever made any formal representation for it. However, there is a great need for this, and it is something that perhaps our Executive should make an approach to the government about In the last 23 years I recall only one man ever being given leave of absence for a year to go to University. He was given leave, but I presume it was entirely at his own expense.⁴

That the situation regarding educational leave in British

³Ibid.

⁴Statement by W. Lucas, personal interview, September 20th, 1962.

Columbia is in need of much revision, is evidenced by the degree of dissatisfaction expressed by superintendents from the province. In British Columbia, as indicated in Table LXXXII, only 21.3 per cent of the superintendents felt that the provisions for leave of absence were adequate. While 6.4 per cent indicated that they had no knowledge of what provisions existed, a further 72.3 per cent felt that the provisions were inadequate. Furthermore, data presented in Table LXXXIII revealed that only 19.1 per cent of the superintendents in British Columbia had been granted leave of absence for study purposes. It was further revealed that these leaves of absence were granted for the purpose of attendance at university summer sessions entirely -- i.e. for periods of approximately six weeks. No superintendent reported having been granted leave of absence for study purposes at any time for a period of excess of six weeks. From district superintendents of schools in British Columbia came the following comments regarding the inadequacy of educational leave provisions:

There's no plan and little encouragement for it.

Possibly, a plan of sabbatical leave with partial pay would give superintendents a chance to travel and study, which would be beneficial.

I would like to see a plan of sabbatical leave for study purposes.

Educational requirements continue to be more demanding. Provision should be made to enable staff members to secure additional requirements in order to maintain the professional status of superintendents.

TABLE LXXXII

THE EXTENT TO WHICH PROVISIONS FOR EDUCATIONAL
LEAVE ARE CONSIDERED ADEQUATE AS INDICATED
BY SUPERINTENDENTS AND INSPECTORS

Degree of Satisfaction	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Leave provisions considered adequate	21.3	88.9	50.7	15.9	33.7	16.7	57.1	28.6 5.9 39.9
Leave provisions considered inadequate	72.3	11.1	49.3	77.3	58.5	83.3	42.9	71.4 94.1 55.6
Undecided or do not have sufficient knowledge of provisions available	6.4	0.0	0.0	6.8	7.8	0.0	0.0	0.0 0.0 4.5
Total number of respondents	47	63	67	44	193	12	14	7 17 464

TABLE LXXXIII

LEAVE OF ABSENCE GRANTED FOR STUDY PURPOSES AS
REPORTED BY SUPERINTENDENTS AND INSPECTORS

Nature of Leave or Amount of Time Granted	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. Nfld. TOTAL
For attendance at university summer sessions only	19.1	28.6	19.4	2.3	15.5	21.4	11.8 16.3
For period not exceeding six months		12.7	1.5		0.5	21.4	14.3 23.5 3.9
For one year		4.8*		2.3	0.5		17.6 1.7
Year's leave to be granted 1961-62		3.2	3.0				5.9 1.1
Total granted leave of absence of any kind	19.1	49.2	23.9	4.5	16.6	42.9	14.3 58.8 23.0
Total number of respondents	47	63	67	44	193	12	14 7 17 464

* During the 1960-61 year a further three provincial superintendents from this Province were on a year's leave of absence for study purposes.

Alberta

Provisions for educational leave for superintendents in Alberta appeared to be satisfactory and this is indicated by the following extract from an Order-in-Council dated February 15th, 1960.

.

1. (1) Leave from duty for the purpose of taking advanced or supplementary courses of professional or technical training shall be granted to employees of the provincial government in accordance with these rules.

.

(4) (1) leave from duty to take post-graduate or advanced or supplementary professional training may be granted to professional employees --

(a) when the department requires an employee to take a course of training in order that he may be better qualified to perform any duties assigned to him or to perform the duties of a position to which he has been or is to be transferred or promoted, or

(b) when an employee wishes to take a course of training in order that he may be enabled to perform his current or anticipated duties more effectively, or

(c) when an employee wishes to take a course of training which is not essential or relevant to the performance of his current or anticipated duties.

(2) A period of leave, when granted, shall not exceed one year.

(3) Each application for leave shall be submitted to the Public Service Commissioner and the Commissioner shall make a report to the Minister of the Department in which the person for whom the leave is requested is employed, recommending whether and on what terms the leave applied for should be granted.

(4) The final decision with respect to the granting of leave shall rest with the Executive Council. In each case, leave from duty, when granted, shall be authorized by order of the Lieutenant Governor in Council upon

recommendation of the Minister of the department.

(5) (a) when leave is granted in the circumstances specified in clause (a) of paragraph (1), the employee's salary, together with tuition fees, travelling and subsistence costs and other legitimate expenses incurred by him in taking the course shall be paid by the department, and he shall not accept any scholarship, fellowship or other financial aid from any source organized for the benefit of students.

(b) when leave is granted in the circumstances specified in clause (b) of paragraph (1), the employee shall be paid such portion of his salary, not exceeding fifteen (15) per cent thereof for each full year of his service, nor exceeding seventy-five (75) per cent of the annual rate thereof, as may be authorized by the order granting him leave, and he shall receive no other financial aid from his department in meeting the expenses incurred in taking the course.

(c) when leave is granted in the circumstances specified in clause (c) of paragraph (1), no payment of salary or expense shall be made by the department in respect of the employee's period of absence.

(6) When leave is applied for in the circumstances specified in clauses (a) or (b) of paragraph (1), the employee shall sign a written undertaking to the effect that upon completion of his course of training he intends to remain in the public service during such minimum period, not exceeding four times the duration of his leave, as the Public Service Commissioner may specify and that should he resign before the expiry of that period, he will refund to the Provincial Treasurer such part of his salary and other financial aid paid to him during his course of training as the Public Service Commissioner, having regard to the circumstances of his resignation, may require.⁵

⁵Civil Service Association of Alberta, Civil Service Bulletin, Official Publication of the Civil Service Association of Alberta, Vol. XL, No. 8, August, 1960, pp. 23 - 24.

While it would appear that these provisions for educational leave in the province of Alberta are regarded with some envy by certain superintendents of other provinces, the comments of the chief Superintendent of Schools for Alberta in this regard are of interest:

I am experiencing some difficulty in trying to maintain our educational leave provisions, and right now it is in jeopardy by certain members of the Cabinet. The first concern is one of expense; there is also the argument that people are being trained at government expense for advancement within the Department, but this is not really true. Our men do not advance as a result of graduate study; they simply perform more effectively as a result of it in their present jobs. Now it is true that one or two have become high school inspectors following their periods of study, but they would have become that anyway.⁶

As already indicated in the Provincial Regulations governing Educational Leave, a period of leave when granted is not to exceed one year's duration. However, in three particular instances in recent years, provision has been made for certain men studying for the Ph.D. degree to apply and be granted an extension or a further year's leave of absence in order to complete their post-graduate studies. During the second year of study, these men have received no financial support or assistance from provincial government sources.

It would appear that in recent years, superintendents in Alberta have been eager to take advantage of the generous provisions for

⁶Statement by Dr. T. C. Byrne, personal interview, op. cit.

educational leave, and this is demonstrated in Table LXXXIV which shows the number of men who have availed themselves of the opportunity in the five year period, 1959 - 1963. That approximately three superintendents in each of the last five years have been granted educational leave for study purposes, accounts for the fact that a considerable percentage of the superintendency staff of the province has had the opportunity to pursue full-time post-graduate studies.

It would appear also that provisions for Alberta superintendents to attend university during the summer sessions have improved in recent years. According to the Chief Superintendent:

These arrangements have become much more flexible. At one time, the government was rather rigid even on attendance at university summer sessions. Finally, we were permitted to allow our men to leave with part salary under an Order-in-Council. Nowadays, if a man is going to attend summer school here at the University of Alberta we do not have to go through the formality of applying for leave. As the summer session continues for six weeks only, he foregoes his three weeks' vacation and because he is attending university for another three weeks it is just understood that he is, as it were, carrying on his duties from a different location. Thus, we are back to the rather informal methods of allowing our men to come in and do course work in the summer session. This is a much more satisfactory arrangement than having to go through the procedure that is required in order to obtain leave for one month or three weeks in most cases.

However, if a man wishes to attend university outside of the province he has to go through the formal procedure of applying for leave. After all, it is rather difficult to argue that a man attending university, for example, in Oregon is looking after his School Division in Alberta.⁷

⁷Statment by Dr. T. C. Byrne, personal interview, op. cit.

TABLE LXXXIV

ALBERTA SUPERINTENDENTS AND INSPECTORS GRANTED ONE YEAR'S
EDUCATIONAL LEAVE IN THE FIVE - YEAR PERIOD 1959 - 1963

SCHOOL YEAR IN WHICH EDUCATIONAL LEAVE WAS GRANTED	NUMBER OF SUPERINTENDENTS GRANTED ONE YEAR'S EDUCATIONAL LEAVE FOR STUDY PURPOSES
1959 - 60	3
1960 - 61	3
1961 - 62	2
1962 - 63	3
1963 - 64	3
TOTAL	14

In Alberta, the great majority (88.9 per cent) of superintendents indicated that the provisions for leave of absence for study purposes were adequate. Data in Table LXXXII, page 447, demonstrated the general satisfaction expressed with these provisions. Those 11.1 per cent of the superintendents who considered the leave of absence provisions inadequate tended to express dissatisfaction that such leave was available for study purposes only, and that no leave provision was made for extended travel.

Data presented in Table LXXXIII, page 448, revealed that 28.6 per cent of the superintendents had been granted leave of absence to attend university summer sessions, and a further 12.7 per cent had been granted leave for study purposes for periods up to and not exceeding six months. Three members of the staff had at one time been granted a year's educational leave, while an identical number were apparently presently on leave in the 1960 - 61 year. In addition, two superintendents indicated that they were being granted leave for study in the following 1961 - 62 school year.

While it appeared that leave provisions were now good in Alberta, comments from several superintendents indicated that such satisfactory educational leave provisions had not always obtained in the province.

Saskatchewan

In Saskatchewan, provision is made for superintendents to obtain a year's educational leave for study purposes, and during this time they are entitled to receive some financial support under this province's

educational leave programme. This financial support is in terms of an allowance of up to a maximum of \$250.00 per month, in addition to tuition fees, plus a book allowance, together with a transportation grant.⁸

From the superintendents' returned questionnaires, however, it would appear that no respondent had ever received a year's educational leave, although two superintendents intimated that they had been promised such educational leave for the 1961 - 62 school year. Further investigation and later follow up revealed that in both instances the leave of absence was granted. Furthermore, in the case of one of these applicants, an additional year's leave of absence was granted in order that he might continue his studies towards a doctorate degree.

Arrangements for Saskatchewan superintendents wishing to attend university during the summer session also appeared satisfactory. According to the Chief Superintendent of the Province:

For a superintendent who wishes to attend a university summer session we grant a leave of absence which is virtually automatic for time. Our men are granted leave of absence with full pay without any loss in vacation time A man could conceivably spend up to twelve weeks this way in any one summer.⁹

Despite the above provisions, however, considerable doubt appeared to exist in the minds of many Saskatchewan superintendents

⁸L. H. Bergstrom, personal letter to investigator, February 18th, 1963.

⁹Statement by Mr. L. Bergstrom, personal interview, op. cit.

concerning this matter of leave of absence for study purposes. While approximately fifty per cent of the superintendents felt that provisions for educational leave were adequate, an almost equal number felt that they were inadequate. The fact that many Saskatchewan superintendents lacked considerable factual information regarding the exact nature of the leave of absence provisions available to them was revealed by the following comments which have been selected as being representative of many of the superintendents.

There is no published policy for leave of absence in our province.

There should be provision for superintendents to secure leave of absence for study at stated intervals and on partial salary.

It is impossible to take off adequate time for financial reasons. This could be eliminated by the institution of a form of sabbatical leave for superintendents.

The policy of the Department is not very clearly defined and made known to all concerned.

There is a general governing set of regulations for Leave of Absence for all civil servants but it is interpreted differently by different government departments, and even by different divisions within the same department. As a result, there is too great a leeway for personal preference in the administration of the plan.

Just recently the situation has improved. The astonishing thing is that we are just finding out that certain provisions have existed for some time.

Manitoba

In describing the provisions for educational leave for inspectors in Manitoba the Deputy Minister remarked:

We have no formal provisions for leave of absence or sabbatical leave for study purposes for our school inspectors. We do have a Civil Service arrangement whereby all such applications for leave pass through the Civil Service Commission. Successful applicants may receive full pay plus some of the expenses involved; part pay and all expenses; no pay and all expenses; or simply leave of absence without any pay.¹⁰

The president of the Manitoba School Inspectors' Association commenting on the situation in Manitoba remarked:

There have been occasions when a few men have been permitted to go to summer school and have therefore not been given any summer assignment. This happens rather rarely and has never been encouraged by the Department, although it has never been officially discouraged.¹¹

As indicated in Table LXXXII, page 447, 77.3 per cent of the Manitoba inspectors indicated that provisions for leave of absence were not adequate. That provisions are inadequate was amply illustrated in the data of Table LXXXIII, page 448. Indeed, very few of the men in Manitoba (4.5 per cent) reported having been granted leave at all at any time.

In view of the above situation, it was interesting to record the following which was written in 1959.

It should also be borne in mind that with the present rapidly increasing enrolment, one or two additional inspectors would be required each year to maintain satisfactory standards of efficiency. The appointment of these additional inspectors

¹⁰Statement by Mr. Scott Bateman, personal interview, op. cit.

¹¹Statement by W. Friesen, personal interview, September 19, 1962.

would also allow for a period of preliminary training before an inspector is assigned to an inspectorate, and for leave-of-absence for further study to be granted to experienced inspectors.¹²

Many Manitoba inspectors commented upon the inadequacy of leave provisions in their province, and the following selected comments may be regarded as typical of those made:

As far as I know there is no provision for leave of absence for study.

Theoretically, such leave of absence is available, but since no financial provision is made, and no encouragement is given except in a very few instances, most of the men have done very little. I have been given one summer off with pay in twelve years, and was able to take two courses for my master's degree.

There is no opportunity for inspectors to take additional courses, academic or professional, even during the summer because they are engaged in teaching or conducting summer schools for teachers.

Manitoba inspectors tend to be insular. Therefore, there should be more provision for exchange assignments, travel and for visiting other operating systems.

Ontario

In Ontario, there appeared to be no written policy regarding leave of absence or sabbatical leave for inspectors, but each case tended to be considered on its own merit. According to the Chief Director of Education for the province:

¹²Government of the Province of Manitoba, Report of the Manitoba Royal Commission on Education, 1959, p. 113.

Application would be made to the Deputy Minister for a leave of absence. If it is possible to grant it, (and it may not be possible because we are in need of inspectors so badly), it would be granted with or without pay, depending on the circumstances While at the moment we have several men on leave of absence who are serving underdeveloped countries, the number on education leave might be just one or two.¹³

While 33.7 per cent of the inspectors in Ontario felt that the provisions for leave of absence for study purposes were adequate, a further 58.5 per cent considered them inadequate. As seen from Table LXXXVIII, page 448, an almost insignificant number (0.5 per cent), had been granted leave of absence for six months or for one years' duration (0.5 per cent). Another fifteen inspectors in this province indicated that they just did not know what particular provisions existed for such individual leave.

Comments regarding the inadequacy of leave provisions were received from just over fifty per cent of the inspectors and the following were selected as being representative.

Leave of absence for study could be encouraged much more than it is.

To my knowledge no inspectors in this province have been granted leave of absence for study purposes for a full year.

Civil Service inspectors are grouped with other civil servants regarding leave. Thus, the professional educator is limited to those same concessions granted to all civil servants.

¹³Statement by Dr. F. S. Rivers, personal interview, op. cit.

Presently, I have a very good inspectorate. If I was granted a leave of absence I would be assigned on my return to any vacancy -- possibly some remote area.

Very little of this is done, and then it is without salary in the Civil Service in Ontario.

Sabbatical leave or a similar scheme is needed in this type of work. Many of us would like to benefit from such a leave but cannot do so.

It would seem logical that a system of leave with pay for post-graduate studies would help to encourage more men to do work towards a Doctorate.

Frequent opportunities should be given for inspectors to visit systems other than their own, and to study away from their own territory, and be free from responsibility in their own territory.

New Brunswick

During the 1960 - 61 school year there were no superintendents from New Brunswick on leave of absence, and none of the present staff indicated that he had at any time been granted such a leave. According to the Deputy Minister of the province:

We have no definite policy on this, and while we have had men in the past on leave of absence we have none at the present time. It depends very definitely on the individual and the type of work that he is doing. For instance, we had one superintendent this year who requested leave of absence for two years for post-graduate study and we refused his request. In other instances, however, we have granted such leave. Each case is considered on its merits. If we let a person go for a year's leave of absence, we then have to recruit a well qualified individual to replace him.¹⁴

¹⁴Statement by Dr. MacDiarmid, personal interview, op. cit.

Of the twelve superintendents in New Brunswick, only 16.7 per cent felt that leave of absence provisions were adequate. The remaining 83.3 per cent felt that the provisions were simply not adequate. No superintendent in this province reported having been granted leave of absence at any time to further his studies.

The following typical comments were received from superintendents of this province:

There is simply not enough time for study while on the job, and therefore some provisions for such leave should be made.

Sabbatical leave would help many of us get more training for this work and thus make us more efficient.

Nova Scotia

Describing the existing situation in Nova Scotia the Deputy Minister remarked:

In our Department we have a system whereby any person can obtain leave of absence with pay at the rate of one month for each year of service up to a maximum of six months after six years' service. This leave is for actual study in a regular course or programme. Therefore, if a man wishes to take leave for an academic year he is entitled to six months' salary which may be spread over eight, nine or ten months. If he takes a year's leave he is entitled to six months only on full pay or twelve months at half pay. Any one who has had more than three years of experience with the Department is eligible for such leave of absence As far as summer school attendance is concerned we do allow a good many of our divisional supervisors to go off for the summer without any formal arrangement at all. In order to attend these summer sessions they forfeit their vacation,

and we just ignore the fact that they are not actually in the office for most of the time.¹⁵

More than half of the inspectors in Nova Scotia (57.1 per cent) considered the provisions for leave of absence to be adequate and expressed themselves accordingly. However, a further 42.9 per cent considered provisions to be inadequate. The majority of the inspectors indicating that leave of absence provisions were inadequate, seemed to suggest that in order to be adequate, one year's leave with salary would be needed. Table LXXXIII, page 448, shows that six of the fourteen superintendents on staff had been granted educational leave, and for three of these, this leave had been for a period of six months. Typical comments of Nova Scotia inspectors were as follows:

I would suggest that an extension to a full year's leave of absence with salary be instituted. At present, it is a six months' leave of absence.

Provision is made for a six-month period only. This is inadequate, however, as any worth while study would require a full year.

Prince Edward Island

While there are no regulations outlining the provisions for leave of absence for study purposes for superintendents in Prince Edward Island, such a leave may be obtained upon consultation with the Minister. It would appear that such leave has been granted, and according to the Deputy Minister,

¹⁵Statement by Dr. H. P. Moffatt, personal interview, op. cit.

When a man is granted a lengthy leave of absence for study purposes he is completely on his own and receives no financial assistance from us at all, although I believe he should be entitled to some assistance Now, it is possible for our men to attend summer school courses and still receive their full salary. In addition, they receive a grant from the Department of Education to cover the cost of fees. During the summer when schools are closed our superintendents continue to remain in their school areas. They are called upon frequently to attend school meetings, or special meetings of school boards, or they are to be available for consultation concerning school improvements that may have to be made by the district. However, there is no reason why they cannot attend summer school. After all, if there is any district that wants assistance, Charlottetown is so accessible that the district board can come to the Department where we can give them this assistance, either directly, or by assigning another superintendent in the province to undertake this.¹⁶

One of the superintendents presently on staff in Prince Edward Island reported that he had been granted an extended leave of absence for several months. However, while two of the seven superintendents felt that adequate provisions for educational leave were available, the remaining five superintendents felt that provisions for leave of absence were certainly not adequate, and they expressed themselves as follows:

Such a thought is absolutely non-existent here.

Superintendents would have taken advantage of college courses if more financial assistance had been available.

¹⁶Statement by Dr. M. McKenzie, personal interview, op. cit.

Newfoundland

Finally, from the Deputy Minister of Education for the province of Newfoundland came this comment:

We used to have a policy in the Department of Education whereby supervisors could be granted a year's leave of absence for study purposes with full pay. We usually selected the men according to seniority and then paid their travelling expenses, their tuition fees and their books, in addition to their full salary for the year. However, this policy of a year's leave was discontinued because we felt that there were some abuses of this privilege. Men would attend university for a year in order to obtain their M.A. degree. They would then return to the Provincial service for approximately a year only, before they were off to accept a job at the University or some other place. As a result, the amount of leave was then reduced to a semester only, until we had a Minister of Education who let the entire scheme lapse altogether. He did not like the idea of the Government subsidizing a man's education in that way. The present Minister of Education feels the same way and he too, has not encouraged it. Although we still have the authority to grant this leave (because the minute of the Executive Council has never been rescinded,) we do not make use of it any more.

.....

If a supervisor were to ask for it now we would probably tell him that we just simply could not afford to have him away. Yet, Newfoundland was the pioneer in this programme of leave of absence for study purposes, and we were sending these men away at a time when no other province in Canada was doing so.¹⁷

While the great majority of supervising inspectors in Newfoundland (94.1 per cent) regarded the provisions for leave of absence as

¹⁷Statement by Mr. P. Hanley, personal interview, op. cit.

being inadequate (see Table LXXXII, page 447), four of the present staff had each been granted leave for a period not exceeding six months, and a further three had each been granted leave for one year's duration (see Table LXXXIII, page 448). In each of these cases, full or partial salary had been paid by the Department during this period of leave. It was also noteworthy that one inspector reported that he had already been granted leave of absence for the 1961 - 62 year, and further investigation revealed that this leave of absence for study purposes had been used for post-graduate work.

Many supervising inspectors from Newfoundland commented on the educational leave situation and the following selected comments may be regarded as typical.

Ten years ago we had a plan whereby three supervisors were released each year to do a whole year's work at some mainland University. In more recent years that plan was modified to allow only one semester off. Today, even that seems to have gone. I would like to see Sabbatical leave introduced.

Supervisors can get leave of absence without pay for study. However, I feel that our in-service training program is inadequate. In fact, we have no in-service training program.

After a number of years' service a supervisor should be given leave of absence. At present, in Newfoundland the supervisor is not in a position to improve his qualifications.

II. SUMMARY OF CHAPTER XVI

It appeared that there were considerable differences in

provincial government policies regarding the provision of educational leave for superintendents. Respondents from several provinces when questioned on this matter tended to express considerable dissatisfaction with existing provisions. For 55.6 per cent of the superintendents from across Canada, provisions for educational leave were considered inadequate, and in each of the provinces of British Columbia, Manitoba, New Brunswick, Prince Edward Island, and Newfoundland more than seventy per cent of the respondents were of this opinion. A further 39.9 per cent of the superintendency force, however, did consider the leave provisions adequate. In Alberta, in particular, 88.9 per cent of the superintendents expressed this viewpoint, as did 50.7 per cent in Saskatchewan, and 57.1 per cent in Nova Scotia.

Generous provisions for educational leave appeared available to the provincial superintendency staff in Alberta, and this was evidenced by the comparatively large number of superintendents who had been able to pursue, on a full-time basis, post-graduate studies at universities. In the remaining provinces, however, comparatively few superintendents had been able to further their studies as full-time university students on such a provincial plan of educational leave with pay. In Saskatchewan and Nova Scotia, some generous provisions for such leave with pay had been made, and the majority of superintendents in these two provinces regarded the provisions adequate.

Considerable doubt appeared to exist in the minds of superintendents from several provinces concerning this whole matter of educational leave, and several indicated that they were unaware as to what

the exact provisions were. In several provinces, departments of education appeared to have no written policy regarding educational or sabbatical leave, but tended rather to consider each application on its own merit.

While the great majority of the Newfoundland supervising inspectors (94.1 per cent) regarded their present provisions for educational leave as being inadequate, several inspectors from this province had been granted educational leave in the past for periods of up to six months and one year. It would appear that Newfoundland, at one time, had a policy whereby supervisors could be granted a year's leave of absence for study purposes with full pay.

PART E

FACTORS RELATED TO JOB SATISFACTION IN THE SUPERINTENDENCY

PREFACE TO PART E

In the literature, the term "job satisfaction" appears to have no specific meaning. It is often used interchangeably with the term morale, the meaning of which is even more obscure. Most writers on the subject tend to consider job satisfaction an individual concept, whereas morale is given a much broader meaning and is usually used with reference to groups. For the purposes of this particular study, job satisfaction is used to refer to the degree of favourableness which an individual displays toward his job situation. Many administrators would maintain that one of the chief motivating forces to an individual in an organization is the satisfaction he derives from the job.

It would appear that job satisfaction first became important during the third decade of this century when human relations began to be emphasized in administration. Since that period, numerous surveys, studies and experiments have been conducted dealing with a variety of aspects of job satisfaction. While the great majority of these studies have been conducted in industry, a few, however, have been undertaken in the field of education.

The majority of satisfaction studies done in education, and perhaps the most significant from the administrative point of view, were concerned with factors which cause satisfaction on the part of teachers. The best known of these studies were those conducted

by Francis Chase¹ under the sponsorship of the Midwest Administration Centre. Chase reported a number of factors which were highly productive of job satisfaction.

Certain research studies have pointed out a number of factors relating to working conditions which may influence the degree of job satisfaction enjoyed. Chase found, for example, that satisfaction on the part of teachers was partly dependent on a feeling that the teaching load, school plant, equipment and supplies, and other working facilities were such as to permit effective work.

In this present study of Canadian superintendents it was considered desirable to determine the degree of job satisfaction that existed. To what extent are provincially-employed superintendents satisfied with their jobs? Several aspects relating to this topic were therefore investigated, and these are dealt with in the next five chapters under the following headings.

- I. The greatest job problems of superintendents and inspectors.
- II. Undesirable aspects of the superintendency or inspectorate.
- III. Desirable aspects of the superintendency or inspectorate.
- IV. The degree of job satisfaction as expressed by superintendents and inspectors.
- V. Suggestions for making the superintendency or inspectorate position a more effective one for education.

¹F. Chase, "Factors For Satisfaction in Teaching," Phi Delta Kappan, Vol. 37, (1956), pp. 285 - 289.

CHAPTER XVII

THE GREATEST JOB PROBLEMS OF SUPERINTENDENTS AND INSPECTORS

What are the greatest job problems facing Canadian superintendents and inspectors? In an effort to determine these, the opinions of certain Department of Education officials from the various provinces were sought. In addition, superintendents and inspectors were invited in Part VII of their Questionnaire to indicate what they considered to be their greatest job problems.

I. OPINIONS OF DEPUTY MINISTERS AND CHIEF SUPERINTENDENTS

REGARDING THE GREATEST JOB PROBLEMS CONFRONTING

THEIR SUPERINTENDENTS AND INSPECTORS

During personal interviews conducted with provincial deputy ministers of education and chief superintendents of schools, these officials were asked to indicate what they considered to be the greatest job problems confronting their superintendents and inspectors. The paragraphs which follow contain the views of these officials.

The Deputy Minister of Education for British Columbia expressed his opinion as follows:

One of the biggest problems, particularly for our men in the Interior, is obtaining adequate staff for their schools. Trying to help teachers that are not as

competent as they should be appears to be another major problem.¹

The Chief Superintendent of Schools for Alberta answering this question replied:

I think the greatest job problem for our men is to give leadership to their area in such ways that there is a developing public opinion with respect to schools. This is the greatest job problem that a superintendent really has -- that is, working with the community in the improvement of the school system. This is the most serious problem and the most difficult task. The politics involved, getting the public's support for education in the district and working with the board toward this end is far more important than going into a grade six arithmetic class, although many superintendents think of this as being the significant problem I would be very interested to know what they do consider to be their greatest problem.²

The Chief Superintendent of Schools for Saskatchewan had this to say:

I think that the greatest and most difficult problem our men have is the recruitment and placement of teachers, particularly at the secondary level. Their other problems tend to relate to board administration -- for example, the centralization of schools, and the provisions of better high school services. Most of their problems, I think then, would be related not to their supervisory work, but to their administrative work with boards.³

The Deputy Minister from Manitoba replied in this manner:

The greatest problem that any inspector faces is seeing that his inspectorate, his staff, and his

¹Statement by J. F. K. English, personal interview, op. cit.

²Statement by T. C. Byrne, personal interview, op. cit.

³Statement by L. Bergstrom, personal interview, op. cit.

schools are not only the best inspectorate, staff and schools in the entire province, but also the best that they themselves are able to be.⁴

The President of the Manitoba School Inspectors' Association replying to this question said:

One of our greatest problems at present is finding sufficient men and women for the high schools. There has been a tremendous increase in secondary school enrolment as a result of the formation of the school division. This problem is growing less as far as the elementary grades are concerned, however. Another problem is that some districts just will not pay adequate salaries and therefore they cannot attract or obtain suitable teachers.⁵

The Director of Education for Ontario stated his answer as follows:

I would think that the greatest problems our men have are administrative rather than professional ones. For example, when a conscientious inspector strongly recommends to a board that a certain action be taken, and no action is taken, then he really becomes frustrated.⁶

In answering this particular question the Deputy Minister of Education for New Brunswick replied:

I am inclined to think that the greatest problem is the in-service training of teachers. Another major problem is convincing ratepayers in certain areas that they should vote for the consolidation of smaller school districts, and also vote extra taxes in order

⁴Statement by Scott Bateman, personal interview, op. cit.

⁵Statement by W. Friesen, personal interview, September 19th, 1962.

⁶Statement by F. S. Rivers, personal interview, op. cit.

to get additional educational facilities.⁷

Another point of view, this time from the Chief County Superintendent of Schools for New Brunswick, was expressed as follows:

Whether they know it or not, I think that the greatest job problem is the improvement of instruction, but the bothersome problems for our men often have to do with providing school accommodation, and this also becomes the problem of developing good public relations.⁸

The Deputy Minister of Education for Nova Scotia stated:

Over the last six or seven years the greatest single headache is the routine job of finding enough teachers for schools. The second major problem, and this is a more constructive thing, is working with the municipal school boards and the county authorities in long-range planning for the great consolidation programme which is proceeding in our province. As you will probably know, this is practically finished as far as high schools are concerned, and now the elementary schools are to follow along. This long range planning of the school programme is the most time-consuming and difficult constructive part of our inspectors' work.⁹

The Deputy Minister of Education for Prince Edward Island commented as follows:

One of the greatest problems our men have is endeavoring to get people to accept new ideas in education. Right now their greatest problem is trying to persuade districts who have not joined regional high school units to do so. I would very much like to see our Government enforce this by

⁷Statement by F. E. MacDiarmid, personal interview, op. cit.

⁸Statement by R. H. Chapman, personal interview, September 18th, 1962.

⁹Statement by H. P. Moffatt, personal interview, op. cit.

legislation, but we are so close to the people in Prince Edward Island that one would not find any politician willing to come out and say this. Therefore, such changes in administrative units come about on a voluntary basis only However, we are endeavoring to get these small districts to join these units by making it more attractive for them to join than to stay out.¹⁰

In expressing his opinion, the Deputy Minister of Education for Newfoundland remarked:

Doing an effective job of work with their teachers when they have so little time to do it is one of their greatest problems. Another, is getting school boards to see things their way, to accept them

One of the complaints often stated by our supervisors is that they do not get sufficient direction from the Department of Education. For quite some time they have been asking for a Chief Supervisor who would be responsible for giving this direction. They also feel that there is not sufficient interest in them from the Department. Knowing just how often we discuss the supervisory problems in Newfoundland, and knowing what we do to try to alleviate some of these problems, I do not actually think that this is a fair criticism as far as they are concerned It is true that they do not receive too much guidance from the Department, and sometimes they complain that they do not know the Department's policies in certain matters. However, when this is true, it means that we are not always free to give out or divulge that policy.¹¹

II. THE OPINIONS OF SUPERINTENDENTS AND INSPECTORS

AS TO THEIR GREATEST JOB PROBLEMS

In an effort to determine superintendents' opinions as to

¹⁰Statement by M. McKenzie, personal interview, op. cit.

¹¹Statement by P. J. Hanley, personal interview, op. cit.

their greatest job problems, the following question appeared in Part VII of the Questionnaire: "What are the greatest job problems you face as a superintendent or inspector?" This question included no check list, and was to be answered entirely in the respondents' own words. As a result, there was a great variety in the nature of problems mentioned, and many superintendents took the liberty of listing two, three, four or more major problem areas. From this large number and variety of job problems it was possible, after a careful analysis, to classify them within certain categories and these are presented in Table LXXXV. In addition, these problem areas were ranked according to the number of times mentioned by individual superintendents, and these data appear in Table LXXXVI.

It would appear that superintendents and inspectors considered their greatest job problem to be that of recruiting teachers, and in particular, secondary school teachers. In making this observation, many respondents referred to the high rate of teacher turnover as being their greatest problem, while others spoke of staffing problems and the difficulty experienced in recruiting teachers, particularly in the rural areas. Within this particular job problem category, "Recruiting and retaining teachers," fell 25.2 per cent of the respondents (a total of 117 superintendents) with good representation from all nine provinces. For superintendents in British Columbia (29.8 per cent), Alberta (44.7 per cent), Saskatchewan (28.4 per cent), New Brunswick (41.7 per cent), Prince Edward Island (42.9

THE GREATEST JOB PROBLEMS OF SUPERINTENDENTS

Job Problem	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Recruiting and retaining teachers	29.8	44.7	28.4	15.9	19.7	41.7	28.6	42.9 47.1 25.2
Improving instruction	12.8	34.9	17.9	22.7	21.7	25.0	14.3	14.3 23.5 22.0
Too many teachers to supervise	19.1	19.0	16.4	25.0	18.1	8.3	7.1	42.9 35.3 19.2
Acquainting and convincing community of education needs	10.6	6.3	20.9	18.2	19.7	41.7	42.9	14.3 5.9 17.7
In-service education of teachers	10.6	17.5	13.4	18.2	9.8	16.7	7.1	5.9 12.1
Assisting and encouraging inexperienced, weak or poorly qualified teachers	4.2	4.8	4.5	4.5	17.6	8.3	7.1	14.3 17.6 10.8
Educating school boards to realize their role and responsibility in education	17.0	9.5	10.4	6.8	6.2			17.6 8.4
School accommodation and new school construction	10.6	4.8		2.3	3.1	16.7	21.4	5.9 4.5
Difficulties with secretary-treasurer	12.8	4.8	6.0	3.6				4.3
Routine paper work, reports, department returns	4.2	4.8	4.5	6.8	2.1	16.7		17.6 4.3
Travelling - the time and distance involved	4.2	4.8	6.0		2.1			14.3 3.0

TABLE LXXXV (continued)

Job Problem	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. NFLD. TOTAL
Inadequate finances to operate school district	4.2				3.1	25.0	7.1	14.3 5.9 3.0
Too many meetings to attend	8.5	3.2	7.5				7.1	2.1
Superintendent's own professional development		7.9	6.0	4.5	0.5			2.6
Miscellaneous problems	19.1	20.6	17.9	13.6	13.5		14.3	28.6 17.6 15.7
Total number of superintendents specifying particular problems	41	55	64	34	158	9	13	7 14 395
Total number of respondents	47	63	67	44	193	12	14	7 17 464

SUPERINTENDENTS' GREATEST JOB PROBLEMS RANKED ACCORDING
TO THE NUMBER OF TIMES MENTIONED

Job Problem	Rank order by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Recruiting and retaining teachers	1	1	1	5	2.5	1.5	2	1.5	1	1
Improving instruction	4.5	2	3	2	1	3.5	4	5	3	2
Too many teachers to supervise	2	3	4	1	4	8.5	7	1.5	2	3
Acquainting and convincing community of education needs	7	7	2	3.5	2.5	1.5	1	5	8.5	4
In-service education of teachers	7	4	5	3.5	6	6	7		8.5	5
Assisting and encouraging inexperienced, weak, or poorly qualified teachers	11.5	10	11.5	8.5	5	8.5	7	5	5	6
Educating school boards to realize their role and responsibility in education	3	5	6	6.5	7			5		7
School accommodation and school construction	7	10		10	9.5	6	3		8.5	8
Difficulty with secretary-treasurer	4.5	10	9		8					9

TABLE LXXXVI (continued)

Job Problem	Rank order by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
Routine paper work - reports, Departmental returns	11.5	10	11.5	6.5	11.5	6		5		10
Travelling - the time and distances involved	11.5	10	9		11.5			5		11
Inadequate finances to operate district	11.5				9.5	3.5	7	5	8.5	12
Too many meetings to attend	9	13	7				7			13
Superintendent's own professional development		6	9	8.5	13					14

per cent), and Newfoundland (47.1 per cent), this problem ranked first in its degree of importance, and in the provinces of Ontario and Nova Scotia it ranked second. Only in Manitoba did there appear to be any marked difference in the degree of importance for this problem.

"Improving instruction" was the next most frequently stated problem and was mentioned by 22.0 per cent of the respondents. Within this category were included those whose problems were seeking to improve or maintain standards, as well as those who were endeavouring to improve rural education, or to improve instruction, particularly at the secondary level. In each of the nine provinces this problem appeared to be one of some significance and it tended to rank high in its degree of importance in all nine provinces.

A further 19.2 per cent of the participants in this study considered that one of their greatest job problems was "Too many teachers to supervise," and again, there were several respondents in most provinces who mentioned this as a great problem. With the exception of New Brunswick and Nova Scotia, this problem ranked very high in its degree of importance in all other provinces. Included within this category were such problems stated as "the work load is too heavy; the district is too large; I am thoroughly overworked and need help;" and "I have insufficient time to devote to all my teachers."

"Acquainting and convincing community of education needs" was

the next problem area classified, and within this category were included those attempting to create larger units of administration, centralizations, or consolidations of smaller school districts. Included also were those who were constantly seeking support for improved facilities. Altogether, 17.7 per cent of the problem areas fell within this classification.

"The in-service education of teachers and principals" ranked fifth in its degree of importance as a problem area for Canadian superintendents and inspectors. With the exception of one province, Prince Edward Island, this appeared to be a problem area for superintendents and inspectors across Canada, with 12.1 per cent of respondents so indicating.

"Assisting and encouraging inexperienced, weak, or poorly qualified teachers" tended to be another job problem of superintendents. It may be argued that this problem area should be classified within the same category as the previously mentioned one, (that of the in-service education of teachers). However, sufficient number of respondents made reference to the problem of providing assistance and encouragement to beginning, weak or poorly qualified teachers to warrant its inclusion as a further and separate classification. Together, these two categories constituted a very significant problem area for Canadian superintendents.

It would seem that the superintendent and the school board must co-operate effectively if the schools are to provide a worthwhile

educational programme for all children and youth attending them. Together they must solve the many problems that arise as they work toward their common goal. "Educating school boards to realize their role and responsibility in education" was a problem area identified by another group of Canadian superintendents. While some respondents indicated that this problem was one of providing leadership to the board in its functions, others expressed it as educating boards to see their functions, or arousing boards to see the needs or values in education. A total of 8.4 per cent of the respondents' problem areas fell within this category.

"School accommodation and new school construction" was a problem area which was identified by a further group of respondents. While this appeared to be a problem area of lesser significance (only 4.5 per cent of the participants reported it), it was mentioned by some superintendents in seven of the nine provinces participating in this study.

III. THE EXTENT TO WHICH DIFFICULTIES WITH THEIR SECRETARY-TREASURERS CONSTITUTED A PROBLEM FOR SUPERINTENDENTS AND INSPECTORS

A few superintendents from each of the three western provinces, as well as from Ontario, considered that certain difficulties with their secretary-treasurers constituted a major problem. For some, there were problems of conflicting authority, while for others, the difficulty was one of working co-operatively. In Newfoundland, where the position of secretary-treasurer is seldom found, there appeared to be no

problem, and in Manitoba, New Brunswick and Nova Scotia this difficulty did not appear to arise with any degree of significance. However, while this was considered a problem by a comparatively small group of respondents, it was mentioned with such forcefulness and concern by them that further investigation was thought desirable. Consequently, Department of Education officials from the various provinces and others were questioned as to the extent to which they considered this to be a problem in their province. The opinions of these men have been recorded in the paragraphs which follow.

The President of the British Columbia School Superintendents' Association expressed his opinion on this subject as follows:

To a certain extent, this superintendent-secretary-treasurer conflict exists in British Columbia, and is a real problem for some of our superintendents. By the terms of the School Act the secretary-treasurer is an executive officer of the school board, and this is where the confusion and conflict may develop. As a matter of fact, one of the recommendations of the Chant Report (the Report of the Royal Commission on Education in British Columbia) was that the Superintendent of Schools be made the chief executive officer of a school board. . . .

Now, there are not a great number of districts in British Columbia in which the Superintendent of Schools is the chief executive officer. In a number of districts there has developed a dual system of control in which there is a secretary-treasurer in charge of the business administration, and the superintendent of schools in charge of all educational matters. Now the dual system will break down when the duties of each officer are not clearly spelled out, and we have had a splendid example of this in . There, the secretary-treasurer was assuming duties that properly belong to the

superintendent of schools. Mistakes were made and the final result was that the whole system broke down. So you see, this can be a problem.¹²

Replying to this question, the Chief Superintendent of Schools for Alberta stated:

This is a problem because you cannot establish a formal organization. Since you cannot do this, because the superintendent is employed by the Provincial Department of Education, whereas the secretary-treasurer is employed by the Board, there are many areas of responsibility undefined, and inevitably, conflicts exist or arise in these areas. It is rather clear that the superintendent should concern himself with the appointment and placement of teachers and there is not too much dispute about this. It is also clear that the secretary-treasurer will keep the books. Then there is a whole grey area which the secretary would like to move into, or the superintendent feels he ought to move into. This has to be solved by personal relationship, by informal relationships and you cannot avoid conflict this way - it's inevitable These things are not defined and I do not think school boards want them defined. I think they would prefer to have this conflict existing to some extent. They really do not want a chief executive officer.

I think the superintendents that we are presently appointing are quite capable of dealing with people, and, by and large, they are at least able to get along with each other. Whether they dominate them is another thing, but they are at least able to live with them to the point where it does not spill over into the Department. However, we have had one case recently where the superintendent came in and practically said he wanted to transfer. This was solved by a county being formed and the secretary disappeared. After all, the secretary-treasurer is the Board's man, and when the chips are down, the Board is more likely

¹²Statement by W. Lucas, personal interview, September 20, 1962.

to support the secretary-treasurer.¹³

The Chief Superintendent of Schools for Saskatchewan answering this question replied:

I think this is a problem; not a serious one, perhaps, but it is one that both superintendent and secretary have to be very sensitive and sensible about. Whether it is a problem or not in a given area depends on the working relationship the two of them develop. It also depends on the peculiarities of the two men concerned. If you have a strong administrator in the superintendent and a relatively weaker administrator in the secretary-treasurer, then the superintendent may tend to assume a dominant role in the administration of the Unit and things may work out fine. On the other hand, you can have the reverse situation in which the secretary-treasurer becomes the real administrator in the Unit, and the superintendent, while certainly the supervisor of instruction, functions only as an advisor to the Board and does not really get into the administration field much beyond this advisory capacity. Then, of course, you can have a strong administrative type in the superintendent, and also a strong administrative type in the secretary-treasurer. Then you really have a potential problem. The superintendent recognizes this problem, and I think that, by and large, there is worked out a fairly satisfactory relationship. However, there are problems in this area from time to time.¹⁴

In expressing his opinion on this matter, the President of the Manitoba Inspectors' Association remarked:

I hesitate to make any definite statements on this because, although I have heard this matter mentioned, there are no specific instances I can

¹³Statement by T. C. Byrne, personal interview, op. cit.

¹⁴Statement by L. Bergstrom, personal interview, op. cit.

think of to indicate that this is a problem. Most of our men seem able to cope with the situation, and if it is a problem I do not think it's a very great one.¹⁵

Replying to this question, the Director of Education for Ontario had this to say:

These two officials have their own particular fields and I do not see a conflict. I would say there is no conflict at all, unless it happens to be that the two particular people do not happen to get along. We obtain a lot of our information from the secretary of the board and the inspector is in close touch with him The secretary tends to be the board's chief executive officer because he is appointed locally, whereas the inspector is a provincial employee. He therefore takes on an advisory capacity to the board within the circumscribed limits of the law.¹⁶

The Deputy Minister of Education for New Brunswick replied to the question this way:

In most cases in New Brunswick we have the County School Finance Board which pays the operating costs of all schools in the county. Each County School Finance Board has its full-time secretary-treasurer and other administrative officials. The secretary-treasurer of the Finance Boards works very closely with the county superintendent who attends all meetings of the County School Finance Board in an advisory capacity. Now, if there is at any time any conflict between the superintendent and the secretary-treasurer it does not appear too much on the surface or it is ironed out behind closed doors. We never hear of too much controversy over it and it is not a major problem.¹⁷

¹⁵Statement by W. Friesen, personal interview, op.cit.

¹⁶Statement by F. S. Rivers, personal interview, op.cit.

¹⁷Statement by F. E. MacDiarmid, personal interview, op.cit.

Support for this viewpoint came from the Chief County Superintendent of Schools in New Brunswick when he said,

I do not see any conflict between these two positions. They are both doing different jobs and there is no problem of overlap here.¹⁸

Again, while this did not appear to be a problem in Nova Scotia the Deputy Minister of Education for that province had this to say:

This tends to be a problem very definitely, and perhaps increasingly so. In the first instance, school boards did not have secretary-treasurers, because the municipal clerk was the treasurer of the board and he or she was largely a tax collector and a secretary in the true sense.

However, as problems of routine administration, such as the operation of conveyances, the repair of school buildings, and things of this kind came to the fore, most of the boards began to employ full-time administrative officers, as they are called. Now, when an inspector is newly-appointed to a county he may find that the administrative officer has assumed control of, for example, the appointment of teachers, or something of a similar nature. It requires a certain amount of delicacy to get these things unsnarled. I think there is only one case where there is an absolute outright conflict, and here, the secretary-treasurer or administrative officer has assumed more authority than he should have and has moved into the professional field. He was previously a county supervisor who was not promoted to the position of inspector, and the municipal school board hired him as their administrative officer. He is a professional man and is not content to arrange bus routes and look after routine administrative matters.¹⁹

From the Deputy Minister of Education in Prince Edward Island

¹⁸Statement by R. H. Chapman, personal interview, op. cit.

¹⁹Statement by H. P. Moffatt, personal interview, op. cit.

came this comment:

Each school board has a secretary-treasurer and our provincial superintendent is actually involved more with him than he is with the trustees because, for the most part, the secretary runs these boards. Only in a minimum number of cases do our superintendents experience any conflicts with these secretary-treasurers, and I don't think there's any great problem in this regard in our province.²⁰

Finally, the Deputy Minister of Education in Newfoundland described the extent of this problem as it appeared in his province with the statement:

In Newfoundland the school boards tend to handle the financial or business affairs of the district. Some boards have secretaries, but for most, the work is done by the Chairman of the Board. He does the accounting, the paying of bills, and has to submit a financial statement to the Department at the end of the year. The supervisor is not involved with this at all. However, in such a situation there is often an element of conflict between the supervisor and the Chairman when it comes to spending money on certain items.²¹

The remaining problem areas indicated in Table LXXXV tended to be ones of lesser significance and may be summarized as follows:

"Routine paper work in the form of reports and Department of Education returns", mentioned by 4.3 percent of the superintendents;

"Travelling - the time and distances involved", by 3.0 per cent;

"Inadequate finances to operate the school

²⁰Statement by M. McKenzie, personal interview, op. cit.

²¹Statement by P. J. Hanley, personal interview, op. cit.

district", by 3.0 per cent;

"Too many meetings to attend", by 2.6 per cent, and

"The superintendent's own professional development", by 2.6 per cent.

A further 15.7 per cent of the problem areas mentioned were of such a varied nature and mentioned often by one or two respondents only, that they have been included under the one category, "Miscellaneous." A total of 14.8 per cent of the respondents did not mention any problem area at all, failed to answer this particular question, or made statements to the effect that they had no problems.

IV. SUMMARY OF CHAPTER XVII

In this chapter an attempt was made to determine the greatest job problems facing school superintendents and inspectors. It would appear that the greatest job problem, and the one ranked in first place by superintendents as a group, was "Recruiting and retaining teachers". One-fourth of the superintendents made mention of this problem in some way or other, and it ranked in first place in six of the nine provinces concerned.

The next greatest job problem for superintendents was "Improving instruction", and this was mentioned by 22.0 per cent of the participants. Ranked in third place as a job problem was "Too many teachers to supervise", which was mentioned by 19.2 per cent of the respondents. "Acquainting and convincing community of education needs" was the job problem ranked fourth in its degree of importance, and 17.7 per cent

of the superintendents mentioned this.

The next three job problems recognized as being most important to superintendents, and ranked according to their degree of magnitude were as follows:

"in-service education of teachers", mentioned by 12.1 per cent;

"assisting and encouraging inexperienced, weak, or poorly qualified teachers", listed by 10.8 per cent; and

"educating school boards to realize their role and responsibility in education", indicated by 8.4 per cent.

Other job problems of lesser importance, and in each case mentioned by fewer than five per cent of the superintendents across Canada were as follows:

"school accommodation and new school construction"

"difficulties with secretary-treasurer"

"routine paper work, reports, Departmental returns"

"travelling - the time and distances involved"

"inadequate finances to operate school district"

"too many meetings to attend"

"superintendent's own professional development".

A few superintendents from each of the three western provinces as well as from Ontario considered that certain difficulties experienced with their secretary-treasurers constituted a major problem. When questioned on the matter, deputy ministers and chief superintendents considered that while this problem did exist to a degree in

certain provinces, it was not too serious and that their superintendents were quite capable of dealing with it.

A further 15.7 per cent of the problems were classified as being miscellaneous. A total of 14.8 per cent of the respondents made no mention at all of problems, while a few simply stated that they had no problems.

CHAPTER XVIII

SOME UNDESIRABLE ASPECTS OF THE SUPERINTENDENCY OR INSPECTORATE POSITION

In an attempt to determine those aspects of the superintendency or inspectorate position considered undesirable, respondents were asked to complete another particular section (Part VII) of the Questionnaire. From a prepared list of eighteen possible undesirable aspects, superintendents were asked to check each item according to its degree of unpleasantness by circling the number that most appropriately described its significance as follows:

2 - This factor is very unpleasant to me.

1 - This factor is somewhat unpleasant.

0 - This is not an unpleasant factor or is not applicable
to my situation.

In this way it became possible both to establish a weighted score for each particular aspect according to its degree of unpleasantness, and to rank in order of importance those aspects held to be unpleasant.

Superintendents and inspectors were also invited to express their opinions regarding the extent to which community demands (if any) were made upon them. In addition, their views were sought concerning the extent to which they considered that social restrictions (if any) were placed upon them.

I. UNDESIRABLE ASPECTS OF THE POSITION AS INDICATED
BY SUPERINTENDENTS AND INSPECTORS

Tables LXXXVII and LXXXVIII show that there were some strong variations in the weighted scores and rank order accorded certain factors. While there was, perhaps, a certain measure of consistency from among the various provinces in those aspects ranked both at the highest and lowest extremes in degree of unpleasantness, there was wide variation among the provinces in the weighted scores of the intermediately-ranked factors.

The aspect which ranked highest in its degree of unpleasantness to superintendents across Canada, was "the load is so heavy that it is necessary to spread oneself too thinly over many different jobs." This particular factor received a general weighting of 1.23, and was the one which ranked first in five provinces and second in the remaining four, in its degree of unpleasantness. More than one-third of the superintendents (34.7 per cent) considered this factor to be very unpleasant. In all, 88.0 per cent of the respondents indicated that this particular aspect of the superintendency position was unpleasant, to a certain degree (see Appendix J, Table J-I).

In view of the consistency with which superintendents and inspectors reported on this undesirable aspect, it was decided to question certain Department of Education officials and others from the various provinces for their reactions to it, and in the following paragraphs their comments appear.

TABLE LXXXVII

UNDESIRABLE ASPECTS OF THE SUPERINTENDENCY OR INSPECTORATE POSITION WEIGHTED
ACCORDING TO THEIR DEGREE OF UNPLEASANTNESS

Undesirable Aspects	Weighted Score by Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
The load is so heavy that it is necessary to spread oneself too thinly over many different jobs	1.32	1.25	1.24	1.14	1.18	1.42	1.36	1.43	1.35	1.23
Too much routine paper work	.91	1.13	1.10	1.12	1.07	.83	1.00	.71	1.18	1.06
Too many evening meetings to attend	1.17	.75	1.09	.64	.94	1.36	1.14	.71	.41	.92
Too much overtime	.98	.75	.88	.81	.88	1.42	.93	.71	.47	.87
Writing reports on teachers	.60	1.14	1.31	.38	.80	.42	.29	.86	1.29	.85
Inadequate salary	1.43	.98	.73	.46	.69	1.42	1.00	1.57	.29	.82
The job itself is too demanding in time - one is never finished	.89	.79	.85	.73	.76	1.08	.79	.71	.88	.80
Too many teachers to supervise	.89	.68	.73	.93	.75	1.00	.71	1.14	.94	.79
As superintendent or inspector one experiences a certain loneliness	.85	.56	.73	.70	.64	.33	.26	.29	.65	.64
Too much time spent in travelling	.49	.44	.52	.36	.47	.58	.64	.57	.82	.49
Expected to attend too many community functions	.47	.38	.66	.41	.47	.50	.50	.57	.24	.47

TABLE LXXXVII (continued)

Undesirable Aspects	Weighted Score by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Certain community pressures and community interference	.34	.64	.84	.27	.39	.50	.29 .43 .18 .46
Too much time spent away from home and family	.62	.46	.46	.46	.20	.42	.50 .29 .94 .45
Difficulty over the divided control between the superintendent of schools and the secretary-treasurer of the school board	.55	.41	.57	.09	.18	.17	.07 .14 .06 .29
Having to work closely with school boards which are composed of lay persons	.30	.21	.34	.17	.27	.17	.21 .29 .18 .26
Demands made by the Department of Education	.19	.06	.18	.07	.16	.08	.43 .14 .06 .15
Too much responsibility in decision making	.02	.13	.19	.19	.15	.25	.00 .14 .06 .14
Interference from the Department of Education	.06	.00	.03	.02	.04	.08	.00 .14 .00 .03

UNDESIRABLE ASPECTS OF THE SUPERINTENDENCY OR INSPECTORATE POSITION RANKED
ACCORDING TO THEIR DEGREE OF UNPLEASANTNESS

Undesirable Aspects	Rank Order By Province									
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.	NFLD.	TOTAL
The load is so heavy that it is necessary to spread oneself too thinly over many different jobs	2	1	2	1	1	2	1	2	1	1
Too much routine paper work	5	3	3	2	2	7	3.5	6.5	3	2
Too many evening meetings to attend	3	6.5	4	7	3	4	2	6.5	10	3
Too much overtime	4	6.5	5	4	4	2	5	6.5	9	4
Writing reports on teachers	10	2	1	10	5	11.5	12.5	4	2	5
Inadequate salary	1	4	9	8	8	2	3.5	1	11	6
The job itself is too demanding in time - one is never finished	6.5	5	6	5	6	5	6	6.5	6	7
Too many teachers to supervise	6.5	8	9	3	7	6	7	3	4.5	8
As superintendent or inspector one experiences a certain loneliness	8	10	9	6	9	13	14	13	8	9
Too much time spent in travelling	12	12	13	11	10.5	8	8	9.5	7	10
Expected to attend too many community functions	13	14	11	9	10.5	9.5	9.5	9.5	12	11

TABLE LXXXVIII (continued)

Undesirable Aspects	Rank Order by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Certain community pressures and community interference	14	9	7	12	13	9.5	12.5	11 13.5 12
Too much time spent away from home and family	9	11	14	14	13	11.5	9.5	13 4.5 13
Difficulty over the divided control between the superintendent of schools and the secretary-treasurer of the school board	11	13	12	16	15	15.5	16	16.5 16 14
Having to work closely with school boards which are composed of lay persons	15	15	15	15	14	15.5	15	13 13.5 15
Demands made by the Department of Education	16	17	17	17	16	17.5	11	16.5 16 16
Too much responsibility in decision making	18	16	16	14	17	14	17.5	16.5 16 17
Interference from the Department of Education	17	18	18	18	18	17.5	17.5	16.5 18 18

From the President of the British Columbia Superintendents' Association came these comments.

I think that the work load of Superintendents of Schools in B. C. is quite different in many cases from the work load that is performed by provincial superintendents of schools in the rest of Canada. The work that superintendents do in the very large districts of this province is performed by locally-employed superintendents and directors in several other provinces of Canada. Those of us in these large districts are really administrative officers for our boards, and we have Directors of Instruction to whom we can assign the tasks that we want done.

Many of our superintendents, however, do have vast areas to cover and large numbers of teachers to visit. For these men, I would say that the load is so heavy that it is necessary for them to spread themselves too thinly over many different jobs. Yes, this is a valid criticism.¹

The Chief Superintendent of Schools for Alberta replied in this manner:

When the superintendent says he has to spread himself too thinly I wonder what he means. This is the job of the superintendent to spread himself. Now, perhaps this is a slow concept in developing, but some of the men have it. The tradition in this province seems to be that supervision is good but administration is bad -- that your real job is supervision, but that nobody will let you supervise because you have to administer. I think the superintendent must spread himself over many things. I don't think he can involve himself in jobs that someone else can do as effectively, but he must interest himself in the total operation, or he is not providing good leadership. I do not think it's too serious a fault to say that a superintendent

¹Statement by W. Lucas, personal interview, op. cit.

spreads himself too thinly over many things, but perhaps he needs assistance to do some of the things that he is expected to do.²

When questioned if he considered that Alberta superintendents were overworked, the Chief Superintendent replied:

I do not know how you prevent certain people from being overworked. They are spending all their time at it, but I suppose that if you gave them more assistants they would still spend all their time at it. I just think that superintendents are going to work all the time anyway. This is the nature of their job. It is not that they are overworked, but it is perhaps their need for more leadership in central office staff that is significant. I think that in some divisions there should be some assistants. Then, too, some need to organize their time so that there is not so much demand on them.³

In his reply to certain questions about superintendents being spread too thinly and about their work load, the Chief Superintendent of Schools for Saskatchewan stated:

Yes, I think this is generally true, and I also feel that some of our men are overworked. Of course, it depends upon the man. Some of them can pace themselves and avoid unnecessary demands on their time outside of what you might call their normal working hours. Even with all this extra work, particularly the night work, most of them continue to put in very full days.⁴

The Deputy Minister of Education for Manitoba replied as follows:

²Statement by T. C. Byrne, personal interview, op. cit.

³Ibid.

⁴Statement by L. Bergstrom, personal interview, op. cit.

I know of very few people, school inspectors, teachers, or others, who do not feel they are working extremely hard. Very few of them show any ill effects from it. I would like to have several additional school inspectors on the job, but I would not expect that the appointment of additional men would keep anyone else from complaining about the lack of time or being spread too thinly over jobs.⁵

When asked if he considered that Manitoba inspectors were overworked, the Deputy Minister answered:

I do not feel our men are overworked. I do feel that they certainly have ample work to keep them busy, but I don't think they are overworked. As a matter of fact, within the Department of Education, amongst our senior people, the work of a school inspector is considered to be about the most desirable work there is in education.⁶

In discussing the question of work load and having to spread oneself too thinly over many different jobs, the Deputy Minister of Education for Ontario commented:

I would have to agree with what has been said, except that I don't like the way it's been stated. I think that what we're thinking about is not the individual. The real question is how effectively does this work out in practice, and I do not think it is too effective. I think that it's what we can do to help children that really counts, not how we treat our inspectors or how heavy a load they have. The way to solve this problem is to get more inspectors or more efficient inspectors if we can. I think that this has an effect on the classroom situation.

⁵Statement by Scott Bateman, personal interview, op. cit.

⁶Ibid.

Ontario really needs more inspectors, and I think we would appoint twenty more new inspectors right now, but we cannot get the men. Provision for these extra men is in the budget and we would appoint them, but we just can't get them.⁷

From the Deputy Minister of Education in New Brunswick came this comment:

Yes, I agree entirely that our superintendents of necessity, are compelled to spread themselves too thinly. I think it would be true to say that our men are overworked. Our superintendents have no regard to civil service hours. They work their civil service schedule, but they must also go out to meet with school boards in the evening, and sometimes they have meetings every evening of the week with local school boards in their superintendencies.⁸

Support for this viewpoint came also from the Chief County Superintendent of Schools in New Brunswick when he said:

Some of them are overworked. Perhaps the remedy for this is to employ more non-professional persons who could look after the little details that don't have to be handled by an educator.⁹

Nova Scotia's Deputy Minister of Education commented in this manner:

Some of our inspectors still think of themselves in terms of being classroom visitors. However, as the locally-employed superintendents give principals and their supervisors more time

⁷Statement by F. S. Rivers, personal interview, op. cit.

⁸Statement by F. E. MacDiarmid, personal interview, op. cit.

⁹Statement by R. H. Chapman, personal interview, op. cit.

to do this kind of supervision, this condition should no longer obtain.¹⁰

In his reply the Deputy Minister of Education for Prince Edward Island remarked:

It is true that our men have many different jobs to do. However, I don't think that they overwork themselves. If we wanted to stipulate that a certain amount of work had to be done, they could conceivably be overworked Sometimes, I feel that our men are neglecting perhaps their classroom supervision for administrative matters which must be attended to.¹¹

The observation from the Deputy Minister of Education in Newfoundland was as follows:

Yes, I think this is a fair comment. We do think our supervisors have too many teachers to look after. If we could have a Supervisor for every 75 teachers we would be quite happy.¹²

A total of 82.3 per cent of the superintendents across Canada reported that "too much routine paper work" made the position an unpleasant one. For 23.1 per cent this factor was very unpleasant, while for a further 59.2 per cent this factor was somewhat unpleasant (see Appendix J, Table J-II). This particular aspect received an overall weighting of 1.06 and ranked second in its degree of unpleasantness. It is interesting to observe, however, that in the provinces of British Columbia, New Brunswick and Prince Edward Island, this particular aspect ranked 5, 7 and 6.5 respectively in its degree of unpleasantness.

¹⁰Statement by H. P. Moffatt, personal interview, op. cit.

¹¹Statement by M. McKenzie, personal interview, op. cit.

¹²Statement by P. J. Hanley, personal interview, op. cit.

"Too many evening meetings to attend" was the undesirable aspect of office which ranked third in its degree of unpleasantness to superintendents across Canada as a whole. The weighting accorded this factor was 0.92 and a total of 71.8 per cent of the superintendents considered this to be a factor of some unpleasantness (see Appendix J, Table J-III). The rank order for this aspect in Alberta, Manitoba, Prince Edward Island and Newfoundland, however, was 6.5, 7, 6.5, and 10 respectively.

Ranked in fourth position according to its degree of unpleasantness was the factor, "too much overtime," with a weighted score of 0.87. While 67.4 per cent of Canadian superintendents and inspectors regarded this aspect as being unpleasant, in the province of New Brunswick alone, 91.7 per cent of the superintendents made this observation (see Appendix J, Table J-IV).

Almost two-thirds of the superintendents (66.2 per cent) responding to this question considered that "writing reports on teachers" was an unpleasant task. In the four provinces of Alberta, Saskatchewan, Prince Edward Island and Newfoundland, the percentages making this observation were 81.0, 92.5, 85.7 and 100.0 respectively (see Appendix J, Table J-V). In these same provinces this particular aspect was ranked in second, first, fourth and second position respectively. Because of the degree of unpleasantness associated with this particular task, Department of Education officials and others were questioned regarding the emphasis placed on the superintendents' writing of reports on teachers. The paragraphs which follow contain the replies of the

officials questioned.

From the President of the British Columbia Superintendents' Association came this reply:

When I was writing reports I disliked this work very much. While I enjoyed visiting classrooms and trying to help teachers and discussing problems with them, I did not like the business of putting down in writing my impressions or evaluations of them. A teacher appears to weigh every word you say, and if you say anything that is in the least way a suggestion for improvement it can be interpreted as a criticism. As superintendent, I dislike making an error in my evaluation because teachers attach so much importance to these written reports Personally, I do not think that such reports are necessary, and I know of no other profession in which subordinates are subjected to written reports on their work by their supervisors. Finally, I found that writing these reports was a very time-consuming process indeed.¹³

From the Chief Superintendent of Schools for Alberta came these comments:

We have tried to de-emphasize this matter of report writing because I agree with the superintendents that it is not very fruitful or productive. We have indicated to our superintendents that they can reduce their report writing to those teachers who do not have permanent certificates. They should write reports on these teachers, but it is sufficient for people who have been on staff for some time to be visited without the necessity of writing reports on them. This, therefore, reduces the amount of report writing to a minimum. Nonetheless, teachers continue to ask for these reports. However, I think report writing does not loom as large as it used to although the superintendent may feel compelled to write reports periodically.¹⁴

¹³Statement by W. E. Lucas, personal interview, op. cit.

¹⁴Statement by Dr. T. C. Byrne, personal interview, op. cit.

In reply to this question, the Chief Superintendent of Schools for Saskatchewan answered:

We tend to place less and less emphasis on the writing of reports. At the moment, I suppose, our superintendents report on about fifty percent of their teachers -- no more. In the olden days we used to write reports on every teacher on every visit, and some of our older superintendents must remember when they wrote two reports, one for the school board and one for the Department on every visit. However, our policy now is quite different. Our superintendents are asked to report only on all non-tenure teachers -- these are the teachers who have taught less than two full years for the same Board. Other reports on teachers are written at the discretion of the superintendent, although some guide lines are suggested for them. For example, if a teacher has not had a report for quite a considerable period of time, say five years, we think that it might be advisable for the superintendent to make a report for the Unit, if only to say that the person is doing fine and continuing to render good service. Again, if there are outstanding teachers it does not do any harm every now and again to say so, both for the benefit of the teacher himself, as well as a matter of recognition to the employer. However, even this number of reports, I think, is somewhat of a burden on a superintendent, and I would certainly agree with them that this is one of the least satisfactory aspects of their work and perhaps, the least useful.¹⁵

The President of the Manitoba Inspectors' Association made the comment:

While I dislike very much writing out reports on teachers I still think it is a very important duty of inspectors. I find it difficult to write reports, for the decisions to be made in such a report require more energy and internal struggle than anything else we have to do. I don't think

¹⁵Statement by L.H. Bergstrom, personal interview, op. cit.

an inspector should have to report on every teacher, but reports should be written on beginning teachers and on any other teachers about whom there is some question.¹⁶

The Deputy Minister of Education for Manitoba replied:

Our Department does not require extensive reports on teachers. We use a form which has a graded scale on it to be ticked off in various columns, and the school inspector using that does not have to write extensive longhand or typewritten reports. Our school boards, on the other hand, complain each year that the inspectors' reports are not full enough, and that in any event the inspectors are too kind to the teachers, for they often suggest that a person is a pretty fair teacher when in fact, that person should be fired.¹⁷

When asked this particular question the Chief County Superintendent for New Brunswick replied:

I think the reason our superintendents do not like to write these reports is that they know they are not very accurate. Now the only thing we ask them in their reports on teachers is to state whether the person is "satisfactory," or "not satisfactory," and perhaps the individual's particular strengths or weaknesses. We used to have a grade system in which points 1 - 5 were awarded according to whether a teacher was very good, good, poor, very poor, and so on.¹⁸

Replying to this question the Deputy Minister of Education for Nova Scotia stated:

We tend to place little emphasis on the writing of teachers' reports. We used to have

¹⁶Statement by W. Friesen, personal interview, op. cit.

¹⁷Statement by Mr. Scott Bateman, personal interview, op. cit.

¹⁸Statement by Dr. R. H. Chapman, personal interview, op. cit.

an inspector's notebook in which he would record all his observations as to the classroom discipline etc. etc. However, I doubt very much whether these are used any more now.¹⁹

The Deputy Minister from Prince Edward Island replied as follows:

When I was a superintendent myself it was a job that I did not particularly care for. I personally feel that we should reduce the amount of reporting to the central source. We do not use this reporting as much as we thought we would use it. It is true that we do want to have a report on teachers, but I think that the report should be confined to perhaps a kind of classification.²⁰

The reaction of the Deputy Minister for Newfoundland was as follows:

This is the drudgery of the job. We do provide a detailed form which our Supervisors use for their own observations when they are visiting classrooms. However, the particular form that is sent to the Board Chairman, to the Department and to the teachers has been reduced to a minimum This reporting is still absolutely necessary because, after all, if you have a Supervisor visiting a school for a couple of days, the Board certainly is entitled to know what their teachers are doing and what his opinion of the teachers is. The teachers are entitled to know, and certainly the Department has to know.²¹

While the factor, "inadequate salary," ranked in sixth place among the superintendents as a whole, it was of interest to note that this particular aspect ranked first in both British Columbia (a weighted

¹⁹Statement by Dr. H. P. Moffatt, personal interview, op. cit.

²⁰Statement by Dr. M. McKenzie, personal interview, op. cit.

²¹Statement by P. J. Hanley, personal interview, op. cit.

score of 1.43), and in Prince Edward Island (a weighted score of 1.57); ranked second in New Brunswick (a weighted score of 1.42); and ranked third in Nova Scotia (a weighted score of 1.00). A total of 91.5 per cent of the British Columbia superintendents indicated that this aspect was unpleasant, and for respondents in New Brunswick and Prince Edward Island, the percentages were 83.3 and 85.7 respectively (see Appendix J, Table J-VI).

"The job itself is too demanding in time -- one is never finished." There tended to be a certain consistency of response from across Canada to this particular aspect of the superintendency and it was ranked seventh in its degree of unpleasantness. Almost two-thirds of the superintendency force (65.9 per cent) attached a similar degree of unpleasantness to this factor (see Appendix J, Table J-VII).

The factor, "too many teachers to supervise," while ranked eighth in order for Canada as a whole, was placed in third position for Manitoba and Prince Edward Island, and in fourth position for supervisors in Newfoundland (see Appendix J, Table J-VIII).

With a weighting of 0.64 and ranked ninth in its degree of unpleasantness, was the factor, "as superintendent or supervisor, one experiences a certain loneliness." While 7.8 per cent of the superintendents considered this factor to be very unpleasant, a further 48.5 per cent regarded it as being somewhat unpleasant (see Appendix J, Table J-IX).

"Too much time spent in travelling" ranked next in its degree

of unpleasantness with a weighted score of 0.49, and 39.7 per cent of the superintendents reported this as a factor of some unpleasantness. In the province of Newfoundland, however, 64.7 per cent of the staff considered this factor to be unpleasant (see Appendix J, Table J-X).

A total of 41.2 per cent of the superintendents felt that they were "expected to attend too many community functions," and experienced with regard to this matter, a certain degree of unpleasantness. However, it must be noted also that for another 59.4 per cent of respondents, this was not an unpleasant factor or was not applicable to their situation (see Appendix J, Table J-XI).

While 5.6 per cent of Canadian superintendents and inspectors found "certain community pressures and community interference" very unpleasant, a further 35.0 per cent considered these to be somewhat unpleasant (see Appendix J, Table J-XII). Again, however, for more than half of the respondents (59.0 per cent), this was not an unpleasant factor or was not considered applicable, and this aspect ranked twelfth in its degree of unpleasantness.

"Too much time spent away from home and family" was a factor of some unpleasantness reported by 33.2 per cent of the respondents. Great variations in the degree of unpleasantness associated with this aspect were discovered among the various provinces. From the province of Manitoba, only 15.9 per cent expressed unpleasantness with regard to this factor, while in Newfoundland, 76.5 per cent were of this opinion (see Appendix J, Table J-XIII). For Newfoundland respondents, the

weighted score attributed to this aspect was 0.94, and it was ranked fourth in its degree of unpleasantness. "Difficulty over the divided control between the superintendent of schools and the secretary-treasurer of the school board" was an undesirable aspect which ranked fourteenth as far as Canada as a whole was concerned. It was interesting to observe, however, that in the three most westerly provinces this factor appeared to assume more importance than elsewhere. In the provinces of British Columbia, Alberta and Saskatchewan the percentages of superintendents who considered this factor to be unpleasant were 44.6, 34.9 and 40.3 respectively, and it became apparent that this situation presented a far greater problem in these three particular provinces than in other parts of Canada (see Appendix J, Table J-XIV).

While only 1.8 per cent of the respondents considered "having to work closely with school boards which are composed of lay persons" to be very unpleasant, a further 22.2 per cent regarded this factor as somewhat unpleasant. However, it must be emphasized that for a total of 75.2 per cent of the superintendents this was not regarded as an unpleasant aspect at all (see Appendix J, Table J-XV).

Comparatively few respondents (13.4 per cent) found that "demands made by the Department of Education" were unpleasant, and the degree of unpleasantness associated with this factor was very slight indeed (see Appendix J, Table J-XVI).

Again, "interference from the Department of Education" as an aspect of unpleasantness was found to be almost negligible, for 96.6

per cent of the superintendents did not consider this to be an unpleasant aspect. This would tend to suggest that departments of education accord their superintendents and inspectors a large measure of freedom in their actions, with a minimum of interference (see Appendix J, Table J-XVIII).

Respondents were invited to list any additional working conditions other than those already mentioned which they considered to be undesirable. From those who took advantage of this opportunity came a great variety of working conditions held to be undesirable. After a thorough analysis of these, it became possible to group them within certain categories and these appear in Table LXXXIX. In most of the provinces, between one-third and one-half of the personnel responding listed one or more additional working conditions which they considered undesirable. In Manitoba, however, more than half of the inspectors reported certain additional undesirable working conditions, while in Newfoundland, a total of 33 undesirable working conditions was mentioned by the seventeen district supervising inspectors participating.

The most commonly occurring working condition held to be undesirable was "poor office facilities and equipment, and/or insufficient qualified clerical assistance provided." While this condition was mentioned by some respondents in all nine provinces, and by 13.1 per cent of the entire force, in the provinces of Manitoba and Newfoundland, it was mentioned by 29.5 and 58.8 per cent of the inspectors respectively.

TABLE LXXXIX

ADDITIONAL WORKING CONDITIONS CONSIDERED
UNDESIRABLE BY SUPERINTENDENTS

Undesirable Working Conditions	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. Nfld. TOTAL
Poor office facilities and equipment, and/or insufficient qualified clerical assistance provided	6.4	14.3	10.4	29.5	8.3	8.3	7.1 14.3 58.8 13.1
Inadequate or insufficient supervisory assistance	10.6	6.3	9.0	2.3	2.6		41.2 6.0
The necessity of having to travel over poor roads in winter	4.2	6.3	3.0	2.3	2.6	16.7	7.1 14.3 47.1 5.6
The superintendent's powers and duties are not clearly or adequately defined as between the Board and the Department	6.4	1.6	9.0	2.3	3.6	8.3	4.1
Necessity of working with poor and inefficient school boards, lacking in good business procedure	2.1		1.5		6.2		3.0
The isolation and the poor living conditions in remote areas	4.2	1.6	1.5		3.6		5.9 2.6
The inadequate vacation allowance due to the summer assignment			15.9				23.5 2.4

TABLE LXXXIX (continued)

Undesirable Working Conditions	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Recruiting sufficient qualified teachers and having to work with so many poorly educated teachers		1.6		4.5	0.5			5.9 1.1
Other miscellaneous working conditions	6.4	6.3	7.5	4.5	6.2	16.7	14.3	11.8 6.9
Total number of undesirable working conditions mentioned by superintendents	19	24	28	27	65	6	4	2 33 208

"Inadequate or insufficient supervisory assistance available" appeared next in the number of times mentioned. It perhaps may be argued that this condition is almost equivalent in meaning to the undesirable aspect, "too many teachers to supervise." However, it was mentioned by a sufficient number (6.0 per cent) to warrant its inclusion as a separate undesirable working condition. In Newfoundland, 41.2 per cent of the staff listed this particular condition as being undesirable.

"The necessity of having to travel over poor roads in winter" ranked third in the number of times mentioned as an undesirable working condition. However, it was only in Newfoundland that the percentage of respondents was of any significance (47.1 per cent).

Five other undesirable working conditions, classified for convenience, but of somewhat lesser significance, appear in Table XCII. A further 6.9 per cent of Canadian superintendents listed other undesirable working conditions of a miscellaneous variety. Because each of these particular working conditions tended to be mentioned by only one or two superintendents, they were grouped within the category, "miscellaneous," and are therefore not spelled out in any detail.

II. SUPERINTENDENTS' OPINIONS REGARDING THE EXTENT TO WHICH COMMUNITY DEMANDS ARE MADE UPON THEM

It would seem that one of the major responsibilities of the superintendent of schools is the maintenance of a favourable public attitude toward the school program. In the face of a rapidly changing

social scene, he must build and interpret that program in light of the needs of the community and, therefore, his communication with the community must always be two-way. In order to establish and maintain favourable public opinion, the superintendent is often faced with problems. As the Thirtieth Yearbook of the A.A.S.A. states:

Whether he is in a small rural community cut off from others, or in a teeming city composed of many small communities, the conflicting influences of church, politics, economics, social life, and personalities will be present in varying degrees.²²

Every community has its organized groups, and one method the superintendent can use to establish favourable public opinion is to work effectively with these groups. From information gathered in this study, it appeared that the majority of Canadian superintendents participated in community affairs and tended to be very active in community organizations. Some superintendents in new positions who had not as yet become familiar with their districts reported a lack of participation, while a few other superintendents indicated that they were unable to take part in community activities because they had to spend long periods away from home while visiting outlying schools.

Superintendents were asked the question, "Do you think that communities make too many demands on school superintendents or inspectors?" Table XC indicates the nature of the replies as provided by all 464 respondents. While 76.1 per cent replied, "No," to this question, a further 24.0 per cent replied, "Yes."

Table XCI provides information concerning the nature and extent

²²American Association of School Administrators, A Department of the N.E.A. of the United States, The American School Superintendency, op. cit., p. 252.

TABLE XC

SUPERINTENDENTS' REPLIES TO THE QUESTION, "DO YOU THINK COMMUNITIES
MAKE TOO MANY DEMANDS ON SCHOOL SUPERINTENDENTS?"

Nature of Reply	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Yes	10.6	23.8	31.3	31.8	25.4	25.0	14.3	5.9 24.0
No	89.4	76.2	68.7	68.2	74.6	75.0	85.7	94.1 76.1
Total number of respondents	47	63	67	44	193	12	14	7 17 464

TABLE XCI

THE NATURE AND EXTENT OF COMMUNITY DEMANDS MADE UPON SUPERINTENDENTS

Nature of Demands Made	Number of Superintendents Reporting This Type of Demand	Percentage of Superintendents Reporting This Type of Demand
Expected to actively participate in too many community engagements	42	9.1
Numerous demands for public speaking engagements	24	5.2
Involvement in far too many petty matters	10	2.2
One is on call 24 hours a day	9	2.0
Financial demands	7	1.5
Such demands are justified and to be expected	6	1.3
Miscellaneous demands	13	2.8
Total	111	24.1

of the demands that this 24.0 per cent of the respondents felt were made by communities upon superintendents. The demand most frequently mentioned was that in most communities the superintendent was "expected to actively participate in too many community activities." "Numerous demands for public speaking engagements" ranked second, and "involvement in far too many petty matters," ranked third. That the superintendent's own free time was invaded to the point that "one is on call for 24 hours a day," was cited by nine of the superintendents (2.0 per cent), and "financial demands made upon the superintendents" was cited by another seven, or 1.5 per cent of the respondents. While 2.8 per cent reported what have been classified as "miscellaneous demands," another six superintendents (1.3 per cent) felt that although communities did tend to make too many demands on school superintendents, such demands were justified and to be expected as part of the job.

III. SUPERINTENDENTS' OPINIONS REGARDING THE SOCIAL RESTRICTIONS PLACED UPON THEM

In part VII of the Questionnaire, superintendents were asked the question, "Do you feel that more social restrictions are placed upon you as a school superintendent or inspector than upon members of other professions in your community?" Table XCII shows the responses to this particular question in which the majority of superintendents and inspectors (86.9 per cent) replied, "No." In each of the provinces, too, there tended to be a consistency in the negative response to this question. A minority of 13.1 per cent, however, did feel that more

TABLE XCII

SUPERINTENDENTS' REPLIES TO THE QUESTION, "DO YOU FEEL THAT MORE SOCIAL RESTRICTIONS
ARE PLACED UPON YOU AS SCHOOL SUPERINTENDENT THAN UPON MEMBERS
OF OTHER PROFESSIONS IN YOUR COMMUNITY

Nature of Reply	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Yes	8.5	9.5	6.0	15.9	17.6	33.3	0.0 14.3 5.9 13.1
No	91.5	90.5	94.0	84.1	82.4	66.7	100.0 85.7 94.1 86.9
Total number of respondents	47	63	67	44	193	12	14 7 17 464

social restrictions were placed on them as school superintendents than upon members of other professions in their communities. Table XCIII gives some indication of the nature and extent of the social restrictions which these 61 superintendents considered to be placed upon them.

Twenty-two of these 61 respondents expressed the view that the superintendent was expected to lead an exemplary life. Another twelve superintendents considered that the inadequacy of the superintendent's salary as compared with other professionals in his community created certain social restrictions.

A further 1.1 per cent of the superintendents (five individuals) felt that the extent of the social restrictions placed upon the superintendent depended, to a large degree, upon the area and the nature of the superintendency. It appeared that more social restrictions were placed upon superintendents in rural areas than upon those in urban areas.

Another five superintendents gave the impression that such restrictions were to be expected and presented no problem. Miscellaneous comments made by a small percentage of the superintendents included the following:

By virtue of the fact that you are somewhat of a public figure and a public servant, your personal activities tend to become public property.

A woman school inspector is still somewhat unusual and, therefore, whatever she does appears to be a matter of public interest.

TABLE XCIII

THE NATURE AND EXTENT OF THE SOCIAL RESTRICTIONS EXPERIENCED
BY SUPERINTENDENTS

Nature of Social Restrictions	Number of Superintendents Reporting This Type of Restriction	Percentage of Superintendents Reporting This Type of Restriction
A superintendent is expected to lead an exemplary life	22	4.8
The inadequacy of salary as compared with other professionals creates a social restriction	12	2.6
The social restrictions are similar to those applied to teachers	9	2.0
The presence of social restrictions depends upon the area of the superintendency	5	1.1
Such restrictions are to be expected and present no problem	5	1.1
Miscellaneous restrictions	8	1.7
Total	61	13.1

IV. SUMMARY OF CHAPTER XVIII

In this chapter an attempt has been made to determine those aspects of the superintendency position considered undesirable. From a prepared list of possible undesirable aspects, superintendents were asked to check each item, and assign to each a weight according to its degree of unpleasantness. In this way it became possible to establish a weighted score for each particular aspect according to its degree of unpleasantness, and to rank in order of importance those aspects considered unpleasant.

While there was perhaps a certain measure of consistency from among the various provinces in those aspects ranked both at the highest and lowest extremes in degree of unpleasantness, there was wide variation among the provinces in the weighted scores of the intermediately-ranked factors.

The aspect which ranked highest in its degree of unpleasantness to Canadian superintendents was, "the load is so heavy that it is necessary to spread oneself too thinly over many different jobs." A total of 88.0 per cent of the superintendents regarded this particular aspect with a certain degree of unpleasantness.

Ranked second in its degree of unpleasantness was the factor, "too much routine paper work," and for 82.3 per cent of the respondents, this was an unpleasant aspect of the position. "Too many evening meetings to attend" was the undesirable aspect of office which ranked third in its degree of unpleasantness, and was cited as such by 71.8

per cent of the participants. Ranked in fourth position according to its degree of unpleasantness was the factor, "too much overtime," and 67.4 per cent of the entire force were of this opinion. Almost two-thirds of the superintendents responding considered that "writing reports on teachers" was an unpleasant task to some degree, and in certain provinces, the percentages of superintendents making this observation were very high indeed.

The next four aspects regarded as being unpleasant to a certain degree by more than half of the respondents were the following:

"inadequate salary,"

"the job is too demanding in time -- one is never finished,"

"too many teachers to supervise,"

"as superintendent or inspector one experiences a certain loneliness."

The next group of four aspects recognized as being unpleasant to a certain degree, by more than one-third of the superintendents were as follows:

"too much time spent in travelling,"

"expected to attend too many community functions,"

"certain community pressures and community interference,"

"too much time spent away from home and family."

For 23.8 per cent of the respondents, "difficulty over the divided control between the superintendent of schools and the secretary-treasurer of the school board" was a factor of some unpleasantness, and

for 24.0 per cent of the superintendents, "having to work closely with school boards which are composed of lay persons," was an aspect of some unpleasantness.

The remaining factors which appeared in the prepared list as potentially unpleasant were not regarded as being so by very many superintendents, and the degree of unpleasantness associated with most of these aspects was such as to be almost negligible.

Finally, respondents were invited to list any additional working conditions other than those already mentioned which they considered to be undesirable. The three most frequently mentioned working conditions regarded as being of an undesirable nature were the following, which appear in the order of times mentioned. "Poor office facilities and equipment, and/or insufficient qualified clerical assistance provided;" "inadequate or insufficient supervisory assistance available;" "the necessity of having to travel over poor roads in winter."

One of the major responsibilities of the superintendent of schools is the maintenance of a favourable public attitude toward the school program. One method the superintendent can adopt to establish favourable public opinion is to work effectively with the various organized community groups with which he comes into contact. From information gathered in this study, it appeared that the great majority of Canadian superintendents participated in community affairs and tended to be very active in community organizations. Superintendents were therefore asked the following question, "Do you think that

communities make too many demands on school superintendents or inspectors?" A total of 76.1 per cent replied, "No," to this question, while 24.0 per cent replied, "Yes." It therefore appeared that the majority of superintendents did not consider that communities made too many demands on them. "Expected to actively participate in too many community activities," and "numerous demands for public speaking engagements," were the two most frequently occurring demands mentioned by the minority of superintendents (24.0 per cent) who felt that communities did make too many demands upon them.

Superintendents were also asked the further question, "Do you feel that more social restrictions are placed upon you as a school superintendent or inspector than upon members of other professions in your community?" To this question the great majority (86.9 per cent) replied, "No." However, 61 superintendents (13.1 per cent) did feel that more social restrictions were placed upon them than upon members of other professions. This minority group considered the following to be the two most important social restrictions imposed upon them as superintendents: "a superintendent is expected to lead an exemplary life," and "the inadequacy of salary as compared with other professionals."

CHAPTER XIX

SOME DESIRABLE ASPECTS OF THE SUPERINTENDENCY OR INSPECTORATE POSITION

In a survey such as this, an inquiry into those particular aspects of their job that appeal most to superintendents and inspectors was thought desirable. In order to determine those aspects of the superintendency or inspectorate position considered most desirable, a list of twelve possible factors was prepared and these appeared in Part VII of the Questionnaire. Superintendents were asked to check each of the twelve items and to indicate the desirability of each by circling the number that most appropriately described its significance, as follows:

2 - this factor appeals to me greatly or is of much importance.

1 - this factor has some appeal.

0 - this factor is of no appeal or is not applicable to my situation.

Within the above framework it therefore became possible both to establish a weighted score for each particular aspect according to its degree of appeal, and to rank in order those aspects held to be most desirable. Tables XCIV and XCV illustrate these data as prepared.

These two tables show that there were some strong variations from across Canada in the rank order and weighted scores accorded certain aspects. While there tended to be a certain degree of

DESIRABLE ASPECTS OF THE SUPERINTENDENCY OR INSPECTORATE
WEIGHTED ACCORDING TO THEIR DEGREE OF APPEAL

Desirable Aspects	Weighted Score by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
The variety in the work	1.82	1.81	1.70	1.90	1.84	1.83	1.79 1.29 1.53 1.80
The great challenge the position offers	1.83	1.75	1.80	1.66	1.71	1.67	1.93 1.83 1.71 1.74
The opportunity to work with teachers	1.74	1.70	1.81	1.68	1.75	1.75	1.79 1.67 1.76 1.72
The opportunity to work with principals	1.87	1.75	1.72	1.52	1.68	1.67	1.79 1.00 1.82 1.70
A feeling derived from genuine service to society	1.62	1.43	1.45	1.34	1.56	1.67	1.71 1.17 1.24 1.50
The professional freedom that the job affords me	1.47	1.54	1.46	1.36	1.47	1.08	1.79 1.17 1.18 1.45
Relationships with fellow superintendents	1.45	1.56	1.51	1.58	1.39	1.25	1.79 .83 .82 1.43
A feeling of independence	1.43	1.44	.24	1.40	1.46	1.25	1.21 1.14 .88 1.38
Feeling of security in the position	.94	1.16	1.15	1.61	1.24	1.25	1.79 .83 .82 1.22
Associating with other professional men in the community	1.30	1.08	1.18	1.11	1.17	1.17	1.29 1.00 1.29 1.17
The prestige of the position	.89	1.02	.76	1.07	.87	1.00	1.14 .83 .71 .90
The salary	.23	.68	1.01	1.02	1.02	.92	1.14 .67 1.12 .89

TABLE XCV

DESIRABLE ASPECTS OF THE SUPERINTENDENCY OR INSPECTORATE
RANKED ACCORDING TO THEIR DEGREE OF APPEAL

Desirable Aspects	Rank Order by Province									TOTAL
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI.		
The variety in the work	3	1	4	1	1	1	4.5	3	4	1
The great challenge the position offers	2	2.5	2	3	3	4	1	1	3	2
The opportunity to work with teachers	4	4	1	2	2	2	4.5	2	2	3
The opportunity to work with principals	1	2.5	3	6	4	4	4.5	7.5	1	4
A feeling derived from genuine service to society	5	8	7	9	5	4	8	4.5	6	5
The professional freedom that the job affords me	6	6	6	8	6	10	4.5	4.5	7	6
Relationships with fellow superintendents	7	5	5	5	8	7	4.5	10	10.5	7
A feeling of independence	8	7	8	7	7	7	10	6	9	8
A feeling of security in the position	10	9	10	4	9	7	4.5	10	10.5	9
Associating with other professional men in the community	9	10	9	10	10	9	9	7.5	5	10
The prestige of the position	11	11	12	11	12	11	11.5	10	12	11
The salary	12	12	11	12	11	12	11.5	12	8	12

consistency from among the various provinces in those aspects ranked at both the highest and lowest extremes in degree of appeal, there appeared to be a wide variation among the provinces in the weighted scores of the intermediately-ranked factors.

"The variety in the work" was the aspect which ranked first in its degree of appeal to superintendents across Canada. This particular aspect which received a weighted score of 1.80 ranked first among superintendents and inspectors in Alberta, Manitoba, Ontario and New Brunswick, and tended also to rate high in its degree of appeal in the remaining provinces. A total of 79.5 per cent of the superintendents considered this to be a factor of much importance or one which appealed to them greatly. A further 18.8 per cent indicated that this aspect had some appeal (see Appendix K, Table K-I). It is therefore safe to assume that for the vast majority of Canadian superintendents and inspectors, the variety in the work was one of the appealing aspects of the position.

Ranked second in its degree of appeal was the aspect, "the great challenge the position offers." Receiving a weighted score of 1.74, this particular aspect was ranked in first place in the provinces of Nova Scotia and Prince Edward Island. For 74.6 per cent of the superintendents and inspectors this factor was of much importance or appealed greatly, and for a further 23.1 per cent it had some appeal. In six of the nine provinces, all of the superintendents participating in the study considered this factor to be either

of much or some importance (see Appendix K, Table K-II).

"The opportunity to work with teachers " was a desirable aspect of the position according to a total of 98.5 per cent of the superintendents, 74.1 per cent of whom considered this to be a factor of great appeal. In four of the provinces, this aspect was placed in second position, while in Saskatchewan it placed first in order of desirability. This factor received a weighted score of 1.72 and, as in the case of the two former factors, enjoyed a high degree of appeal consistently among the various provinces (see Appendix K, Table K-III).

Closely related to the former aspect was "the opportunity to work with principals." This aspect, ranked fourth in its degree of appeal for Canada as a whole was, however, placed in first position by superintendents in British Columbia and Newfoundland. Receiving a weighted score of 1.70, this factor was considered to be of some or much appeal to 98.0 per cent of the respondents. As in the case of the three former factors, very few regarded this as an aspect of no appeal (see Appendix K, Table K-IV).

"A feeling derived from genuine service to society " was an aspect of much importance to more than half of the superintendents (53.7 per cent), and a factor of some appeal to a further 40.0 per cent. Ranking fifth in order of desirability, this aspect had a weighted score of 1.50, but in certain provinces did not enjoy the same consistency of response. For 4.3 per cent of the respondents only this factor appeared to be of no particular appeal (see

Appendix K, Table K-V).

"The professional freedom that the job affords me " was the aspect ranked next in its degree of appeal. For a total of 93.7 per cent of the superintendents, this factor was of some or much appeal, and only for 5.2 per cent of the respondents was this factor thought to be of no appeal or not applicable (see Appendix K, Table K-VI).

Ranked seventh in degree of appeal was the aspect, "the relationships with fellow superintendents." For 48.5 per cent this was a factor of importance, while for a further 44.4 per cent, it was an aspect of some appeal. Accordingly, a total of 92.9 per cent rated this as an aspect of some or of much appeal (see Appendix K, Table K-VII).

"A feeling of independence " ranked next in its degree of appeal with a weighted score of 1.38. Again, while this factor appealed greatly or was of much importance to 44.4 per cent of the respondents, to a further 47.2 per cent it was of some appeal (see Appendix K, Table K-VIII).

The "feeling of security in the position " had a degree of appeal to a total of 87.8 per cent of the superintendent and inspectorate force across Canada. In both Manitoba and Nova Scotia this factor was placed in fourth position in its degree of appeal, while generally, for Canada as a whole, this aspect ranked ninth in its degree of appeal (see Appendix K, Table K-IX).

For 86.2 per cent of the superintendents and inspectors there

was a certain degree of appeal in "associating with other professional men in the community." This aspect received a weighted score of 1.17, and was ranked in tenth position with some consistency as a desirable aspect of office in all provinces (see Appendix K, Table K-X).

"The prestige of the position" was a factor of much importance to 11.4 per cent of Canadian superintendents, and for almost two-thirds of them (66.4 per cent) it was a factor that had some appeal. In each of the provinces, with the exception of Newfoundland, more than 70.0 per cent of the superintendents stated that this factor had a certain degree of appeal. However, in the latter province, for 41.2 per cent of the supervisors, this particular aspect apparently was of no appeal (see Appendix K, Table K-XI).

As a desirable aspect of service "salary" ranked last, and again, with the exception of Newfoundland, this factor was rated very low in all provinces. While 78.7 per cent of the superintendents in British Columbia considered this factor to be of no appeal, in Prince Edward Island and Alberta, the percentages expressing this view were 42.9 and 38.1 respectively (see Appendix K, Table K-XII).

Respondents were also invited to specify any additional working conditions other than those already listed which they considered to be particularly desirable. From the 464 responding superintendents came a total of 281 working conditions considered desirable. After a careful analysis of these, it became possible to group certain of them within particular categories and these appear in Table XCVI.

TABLE XCVI

ADDITIONAL WORKING CONDITIONS CONSIDERED DESIRABLE BY SUPERINTENDENTS

Desirable Working Conditions	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. NFLD. TOTAL
Freedom of action	14.9	23.8	20.8	29.5	24.8	42.9	14.3	11.8 22.8
The lack of interference from the Department of Education	2.1	3.2	4.5	11.4	6.7	8.3		11.8 5.8
Pleasant office quarters, facilities and/or staff	2.1	11.1	3.0		4.2	16.7		4.3
The cooperative relationships with school board (s)	6.4	4.8		2.3	1.6	8.3	14.3	2.6
The travelling entailed in the position and/or the opportunity to move about the province	4.2	3.2	3.0	6.8	1.6			2.6
The opportunity to meet and associate with many different people		4.8	4.5		2.1		7.1	2.4
Cooperative relationships with teaching staff								
	6.4	4.8		2.3	1.6	8.3		1.9
The opportunity to experiment or to try out one's own or new ideas	2.1	1.6	1.5		3.1			1.9
Miscellaneous desirable working conditions	12.8	12.7	10.4	9.1	18.6	33.3	21.4	28.6 17.6 15.7

TABLE XVVI (continued)

Desirable Aspects	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Total number of desirable working conditions mentioned by superintendents	24	44	32	27	124	9	10 4 7 281
Total number of respondents	47	63	67	44	193	12	14 7 17 464

Forming the largest group of desirable working conditions were those placed within the category, "freedom of action." Within this particular group were placed such comments as, "one is free to decide one's own program; the feeling that I am my own boss; the avoidance of a routine; my time is my own," and "the freedom to choose when to do certain things."

It may be argued that the condition, "freedom of action," is almost equivalent to the condition, "the professional freedom that the job affords me," which as a listed aspect ranked sixth in its degree of desirability among superintendents and inspectors across Canada. However, the fact remained that 22.8 per cent of the respondents (a total of 106 superintendents and inspectors) made particular mention of this working condition as being desirable. It may be further argued that the condition, "freedom of action," is approximate in its meaning to another listed desirable aspect of the job, "a feeling of independence," which ranked eighth in its degree of desirability among superintendents and inspectors. Again, it was felt that a sufficiently large number of superintendents from across the country had made mention of this particular condition to warrant its inclusion as a separate category in this table.

Other particular working conditions which respondents considered to be desirable and particularly mentioned as such, are listed in Table XCVI according to their frequency of mention as follows:

"The lack of interference from the Department of Education," mentioned by 5.8 per cent of the respondents.

"Pleasant office quarters, facilities and/or staff," mentioned by 4.3 per cent.

"Co-operative relationships with school board(s)," mentioned by 2.6 per cent.

"The opportunity to meet and associate with many people," mentioned by 2.4 per cent.

"Co-operative relationships with principals and teachers," mentioned by 2.4 per cent.

"The opportunity to experiment or try out one's own or new ideas," mentioned by 1.9 per cent.

Some further 73 working conditions, mentioned by certain respondents from all nine provinces and considered desirable, were of such a varied nature that they were included under the category, "miscellaneous." For the most part, these were conditions listed by individual superintendents, solely, or by two or three superintendents at the most, and as such, did not appear worthy of a separate classification.

SUMMARY OF CHAPTER XIX

In this chapter an attempt has been made to determine those aspects of the superintendency position considered desirable. From a prepared list of possible factors, superintendents were asked to check items and assign to each a weight according to its degree of appeal. In this way it became possible both to rank in order of importance those factors considered to be of appeal, and also to establish a weighted score for each particular factor according to its degree of appeal.

While there were variations from across Canada in the rank order and weighted scores accorded certain aspects, there tended to be a certain degree of consistency from among the provinces in those aspects ranked at both the highest and lowest extremes in degree of appeal.

"The variety in the work " was the aspect which ranked first in its degree of appeal to Canadian superintendents, and 98.3 per cent of the superintendency force indicated that this was an appealing aspect of the position. Ranking second in its degree of appeal was the factor, "the great challenge the position offers," and 97.7 per cent of the respondents considered this to be an aspect of much or some importance. Next in its degree of appeal was "the opportunity to work with teachers," which was indicated by 98.5 per cent of the participants, and which enjoyed a high degree of appeal consistently from among the respondents in all provinces. Closely related to the former aspect was "the opportunity to work with principals," which ranked fourth in its degree of appeal and was considered to be of much or some appeal to 98.0 per cent of the respondents.

A total of 93.7 per cent of the superintendents considered that "a feeling derived from genuine service to society," was a factor of appeal to them, and this aspect was ranked fifth in order of desirability by the total group. "The professional freedom that the job affords me " was the factor ranked next in its degree of appeal, and 93.7 per cent of the superintendents regarded this aspect as one of appeal.

Again, as indicated by more than ninety per cent of the superintendents, "relationships with fellow superintendents " was an aspect of some or much appeal, and this was ranked in seventh place.

The next group of four aspects were each considered to be of much or of some appeal by more than three-fourths of the superintendents, and were ranked as follows, according to their degree of appeal.

"A feeling of independence," indicated by 91.7 per cent.

"The feeling of security in the position," indicated by 87.8 per cent.

"Associating with other professional men in the community," indicated by 86.2 per cent.

"The prestige of the position," indicated by 77.8 per cent.

As a desirable aspect of service, "salary" ranked last of the twelve listed factors, and in certain provinces was rated very low in desirability.

Respondents were invited also to list any additional working conditions which they considered desirable. After a careful analysis of all the miscellaneous working conditions mentioned, an attempt was made to classify these within certain categories. It would appear that "freedom of action " was an aspect of service which had a high degree of appeal to many superintendents.

CHAPTER XX

THE DEGREE OF JOB SATISFACTION EXPERIENCED BY SUPERINTENDENTS AND INSPECTORS

In this chapter, an attempt is made to determine the degree of job satisfaction enjoyed by superintendents and inspectors in the employ of provincial departments of education. The opinions of chief superintendents and deputy ministers of education were solicited on this matter, and superintendents and inspectors themselves were asked several questions pertaining to the subject.

I. THE OPINIONS OF DEPUTY MINISTERS AND CHIEF SUPERINTENDENTS REGARDING THE DEGREE OF JOB SATISFACTION ENJOYED BY THEIR SUPERINTENDENTS AND INSPECTORS

Chief superintendents and deputy ministers were questioned as to what they considered to be the degree of job satisfaction enjoyed by their provincially-employed superintendents and inspectors. These Department of Education officials were asked the following question: "To what degree do you think your superintendents are genuinely satisfied with their positions?"

In his reply the Deputy Minister of Education for British Columbia stated:

As far as their position as superintendent is concerned, I think they are well satisfied, but as far as salary is concerned they are quite dissatisfied,

with but one or two exceptions.¹

The Chief Superintendent of Schools for Alberta in answer to this question replied:

I think our men are quite satisfied with their jobs. They grumble, but they talk about this work incessantly whether they are at a business or social gathering. They are tremendously fascinated with the problems they have, and they are absorbed in them all the time. I think they get a tremendous personal satisfaction out of their positions. Now, perhaps I am reflecting the personal satisfaction that I got out of it. To me it was the most fascinating job I could have possibly struck. It was many-sided and there were many problems to be dealt with.²

Replying to this question, the Chief Superintendent of Schools for Saskatchewan had this to say:

It is perhaps a guess only, but I should think that about ninety per cent or more of them are genuinely satisfied with their positions as superintendents. It is a little difficult to answer the question because I rarely come into contact with an unhappy man in the field. A superintendent has problems certainly, and from time to time he is quite worried about certain of these, but generally speaking, I don't think it would be far off to say that about ninety per cent of them are well satisfied.³

The Deputy Minister from Manitoba replied to the question this way:

I think the only reasonable way to answer this question is to say that in my fifteen years with the Department we have lost only three

¹Statement by F. J. K. English, personal interview, op. cit.

²Statement by Dr. T. C. Byrne, personal interview, op. cit.

³Statement by L. Bergstrom, personal interview, op. cit.

inspectors by voluntary resignation. One of these men became a school inspector for Indian Affairs in the Province of Manitoba, and another became a Superintendent of Schools for the Department of Northern Affairs with his base at Yellowknife. The third left to take up an associate professorship in the Faculty of Education at our own University of Manitoba. He went to the Faculty with our complete blessing, and if he ever wants to return to our inspection staff we will welcome him with open arms. The first of these men has already made it very clear that he would jump at the chance to be back in his former position of school inspector with us.

The thing I think our school inspectors have the greatest right to complain about is that their scale of salaries is not high enough. I sympathize with them on this point and I agree that they have every reason to complain.

Our corps of school inspectors is the first place we look when we want to find someone for a position higher in scale of responsibility than that of school inspector. However, very frequently when we approach a school inspector offering him such a promotion, we are turned down on the grounds that he already has a job that takes all his attention and that he likes very much.

My own experience as a school inspector was rather brief - just a matter of two years - but I think it was as happy a two years of professional experience that I will ever have. I assumed the title and duties of inspector with a great deal of diffidence, but if I had it to do over again, I think I would jump at the opportunity and jump very quickly, in case the person offering it changed his mind.⁴

The Director of Education for Ontario summed up his answer as follows:

I think our men have very high morale. They

⁴Statement by Scott Bateman, personal interview, op. cit.

are excellently satisfied, except perhaps, on the one matter of salaries.⁵

In answering this particular question the Deputy Minister for New Brunswick replied:

I do not think that any superintendent or any individual is wholly satisfied with any position. He always looks forward to better conditions and strives towards them. However, the superintendents to a large extent, determine how acceptable the position is not only to them, but to the general public through their public relations programmes.⁶

The Deputy Minister of Education for Nova Scotia replied in this manner:

I think that the salary situation has changed the attitude of some of our men, and at the moment, I gather they are somewhat dissatisfied. They feel they have to work too hard and that their responsibilities are too great for what they get.⁷

Support for this view also came from the President of the Nova Scotia Inspectors' Association when he stated:

I would say that our inspectors are satisfied except salary wise.⁸

The Deputy Minister of Education for Prince Edward Island, in his reply stated his opinions as follows:

⁵Statement by F. S. Rivers, personal interview, op. cit.

⁶Statement by F. E. MacDiarmid, personal interview, op. cit.

⁷Statement by H. P. Moffatt, personal interview, op. cit.

⁸Statement by N. McLeod, personal interview, September 21, 1962.

Generally speaking our men are fairly satisfied. The fact that they are free to use their time as they wish appeals to them a great deal, I think.⁹

Finally, a somewhat different opinion was heard from the Deputy Minister of Education for Newfoundland:

I do not think that they are quite happy in their positions, and having once been a supervisor myself I can understand this. However, with our Education Act as it is, and with the autonomy that school boards have in Newfoundland you are just asking for trouble to try to upset it. The basis of the denominational system in our province is the school board, and school boards would look upon any attempt by the Department of Education or its employees to get a foothold into what is strictly the school boards' business under the Act, as an attempt to undermine the denominational system. This is what they do not want and what they will strongly resent

You must remember, too, that our Supervisors have no authority at all and do not make any decisions for their boards; they do not even hire the teachers -- the school boards do this. Again, our Supervisors attend board meetings only if they are asked to. So you see, the position of our Supervisors is somewhat different from that of your superintendents.¹⁰

II. THE OPINIONS OF SUPERINTENDENTS AND INSPECTORS THEMSELVES

REGARDING THE DEGREE OF JOB SATISFACTION ENJOYED

The Extent to Which Superintendents Would Again Choose the Superintendency as a Career

It seems that whenever superintendents gather, there is much talk

⁹Statement by M. McKenzie, personal interview, op. cit.

¹⁰Statement by P. J. Hanley, personal interview, op. cit.

about the rigours of their life. Some indicate that if they had the opportunity to begin again they would perhaps, choose some other occupation. Is this really the way superintendents feel about their jobs? Several questions were asked of superintendents regarding this matter in Part XI of their Questionnaire. They were at first asked whether they would again choose the superintendency if they had the opportunity to begin afresh. Five possible replies ranging from "certainly would," to "certainly would not," were provided and Table XCVII illustrates the responses to this question by province.

There would appear to be little doubt that the great majority of superintendents would again choose the superintendency as a career. Only 1.3 per cent reported that they "certainly would not " again choose the school superintendency as a career. A further 4.1 per cent reported that they "probably would not," and 8.8 per cent expressed "uncertainty" on the matter. However, a combined total of 85.8 per cent of the superintendents responding indicated that they "certainly would," or "probably would " choose again the superintendency as a career.

The Extent to Which Superintendents Appeared to be Satisfied With the Superintendency as a Career

Superintendents were asked to indicate the extent to which they were satisfied with the superintendency as a career. Six responses ranging from, "I can think of no career that would give me greater satisfaction," to "I am very dissatisfied " were prepared, and Table XCVIII shows the responses by province to this particular question.

TABLE XCVII

SUPERINTENDENTS' REACTIONS TOWARDS CHOOSING AGAIN
THE SUPERINTENDENCY AS A CAREER

Response	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Certainly would	42.6	30.2	29.9	40.9	45.1	41.7	42.9	23.5 38.6
Probably would	42.6	58.7	55.2	50.0	40.4	50.0	35.7	57.1 58.8 47.2
Uncertain	6.4	7.9	9.0	4.5	9.8	8.3	7.1	28.6 11.8 8.8
Probably would not	2.1	3.2	4.5	4.5	4.1		14.3	4.1
Certainly would not	6.4		1.5		0.5		14.3	5.9 1.3
Total number of respondents	47	63	67	44	193	12	14	7 17 464

TABLE XCVIII

THE DEGREE OF SATISFACTION WITH THE SUPERINTENDENCY
AS A CAREER AS INDICATED BY SUPERINTENDENTS

Degree of Satisfaction	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
I can think of no career that would give me greater satisfaction	14.9	9.5	10.5	13.6	23.8	25.0	28.6 11.8 17.5
I am very satisfied	46.8	38.1	31.3	36.4	37.3	25.0	35.7 5.9 35.3
With some reservations I am quite satisfied	31.9	46.0	49.3	50.0	35.8	50.0	35.7 71.4 70.6 42.2
I am a little dissatisfied	4.2	6.3	7.5		2.6		28.6 11.8 4.3
I am quite dissatisfied	2.1		1.5		0.5		0.6
Total number of respondents	47	63	67	44	193	12	14 7 17 464

A total of 52.8 per cent indicated that they were very satisfied or could think of no career that would give them greater satisfaction. A further 42.2 per cent reported that, with some reservations, they were quite satisfied. By combining the first three categories as presented in Table XCVIII, it can be seen that 95.0 per cent of the Canadian Superintendents indicated a general satisfaction with the superintendency as a career. While 4.3 per cent reported, "I am a little dissatisfied," only three superintendents (0.6 per cent) indicated, "I am quite dissatisfied." No superintendent stated, "I am very dissatisfied."

The Extent to Which Superintendents Intend to Continue in the Superintendency

In order to further ascertain the extent to which respondents were satisfied with their positions as superintendents, they were asked the following question, "Do you intend to continue as a superintendent in the future?"

Table XCIX, shows that a combined total of 95.2 per cent of the respondents indicated that they "certainly" or "probably" would continue as superintendents. While 2.8 per cent expressed uncertainty on the matter, another 2.0 per cent intimated that "probably" or "certainly" they would not continue as superintendents. A later follow-up investigation revealed that by 1963 all of the nine superintendents (2.0 per cent) in the latter two categories had indeed left the superintendency service, and of the 2.8 per cent (a total of 13 superintendents), who had expressed "uncertainty," 5, or 1.1 per cent had withdrawn.

TABLE XCIX

THE EXTENT TO WHICH SUPERINTENDENTS INTEND
TO CONTINUE IN THE SUPERINTENDENCY

Degree of Intention	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Certainly	85.1	46.0	61.2	75.0	77.2	91.7	57.1	28.6 29.4 68.5
Probably	12.8	50.8	31.3	22.7	19.7		42.9	42.9 47.1 26.7
Uncertain	2.1	1.6	3.0		2.6			28.6 11.8 2.8
Probably will not			3.0		0.5			11.8 1.1
Certainly will not		1.6	1.5	2.3		8.3		0.9
Total number of respondents	47	63	67	44	193	12	14	7 17 464

Superintendents Reporting Enjoying Other Educational Jobs More Than the Superintendency

Superintendents were also asked if they had ever held an educational job which they enjoyed more than the superintendency. As indicated in Table C, 62 superintendents (13.4 per cent) answered, "Yes," to this question, while the remainder answered, "No."

Educational Positions Enjoyed More Than the Superintendency

The 62 superintendents and inspectors (13.4 per cent) who reported enjoying other educational jobs more than the superintendency were then requested to indicate those positions which they had enjoyed more than the superintendency, and these results appear in Table CI.

The principalship, mentioned by 33 superintendents (7.1 per cent), was the most frequently reported as being the position enjoyed more than the superintendency. A further 14 superintendents (3.0 per cent) indicated that they enjoyed their teaching at the junior-senior high school level more than the superintendency, while 10 superintendents (2.2 per cent) mentioned University, Teachers' College, or Normal School teaching as being more enjoyable.

Some typical comments made by a few superintendents in their responses to this part of the Questionnaire were the following:

My position as principal of a large school was more enjoyable. To know every child individually and to follow his progress through school presented a great challenge to me. There was also a much greater liaison with the teaching staff.

The best job in education is actual teaching and I think I prefer it to my work as an inspector.

TABLE C

SUPERINTENDENTS REPORTING OTHER EDUCATIONAL POSITIONS
ENJOYED MORE THAN THE SUPERINTENDENCY

Response	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Number reporting	8	8	8	6	24	1	2	3 62
Percentage reporting	17.0	12.7	11.9	13.6	12.4	8.3	14.3	28.6 17.6 13.4
Number of respondents	47	63	67	44	193	12	14	7 17 464

TABLE CI

EDUCATIONAL POSITIONS ENJOYED MORE THAN THE SUPERINTENDENCY

Educational Position Enjoyed More	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. NFLD. TOTAL
Principalship	8.5	6.3	7.5	11.4	4.7	7.1	28.6	17.6 7.1
Classroom teaching - junior or senior high school grades	4.2	6.3			3.6	7.1		3.0
University, college or normal school teaching	4.2		3.0		2.6	8.3		2.2
Classroom teaching - elementary grades				2.3	1.6			0.9
Vice-principalship			1.5					0.2
Total	17.0	12.7	11.9	13.6	12.4	8.3	14.3	28.6 17.6 13.4
Total number of respondents	47	63	67	44	193	12	14	7 17 464

As a professor of education at a University my work was more enjoyable.

The Extent to Which Certain Superintendents Wished They had Remained in Other Educational Work

Again, the 62 respondents who reported that they had enjoyed another educational position more than the superintendency were asked this further question, "Everything considered -- pay, professional status, working conditions, etc. -- do you now wish you had stayed in this other field of educational work?" To this question, 77.4 per cent of them answered, "No," while 22.6 per cent replied, "Yes." The distribution of replies to this question is illustrated in Table CII.

Typical of some of the comments made by individual superintendents in response to this question were the following:

There are times when I have thought of retiring to the principalship of an elementary school i.e. something less strenuous. I know I would certainly live longer, but I think that the lack of challenge would bother me.

For down-to-earth satisfaction it is difficult to beat the position of a principal-teacher. However, this position as Inspector does offer a bigger, broader, and more vigorous challenge.

III. SUMMARY OF CHAPTER XX

When questioned regarding the job satisfaction of their superintendents and inspectors, chief superintendents and deputy ministers of education, for the most part, were of the opinion that their men were not only satisfied with their positions, but enjoyed them.

TABLE CII

SUPERINTENDENTS WHO WISHED THEY HAD REMAINED
IN OTHER EDUCATIONAL WORK

	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. Nfld. TOTAL
Number	3	0	2	2	4	0	0 2 1 14
Percentage	37.5	0.0	25.0	33.3	16.7	0.0	0.0 100.0 33.3 22.6
Total number of superintendents reporting	8	8	8	6	24	1	2 2 3 62

Superintendents themselves were also questioned as to the degree of satisfaction experienced in the position. A total of 85.8 per cent of the responding superintendents indicated that they certainly or probably would choose the superintendency as a career if they had the opportunity to begin again. Furthermore, 52.8 per cent indicated that they were very satisfied with the superintendency, or could think of no career that would give them greater satisfaction. Another 42.2 per cent reported that, with some reservations, they were quite satisfied, while very few expressed strong dissatisfaction with the superintendency as a career. A total of 95.2 per cent of the respondents indicated that certainly or probably they would continue as superintendents.

Superintendents were also asked if they had ever held an educational position which they enjoyed more than the superintendency. To this question, 62 superintendents (13.4 per cent) replied in the affirmative. It was the principalship, indicated by 33 of these 62 respondents, that was the most frequently mentioned position enjoyed more than the superintendency. A few others found teaching at the elementary, high school, or university level more enjoyable than being a superintendent. The 62 respondents who reported enjoying another educational position more than the superintendency were further asked, "Do you now wish you had stayed in this other field of educational work?" Fourteen of the superintendents (22.6 per cent) answered, "Yes," to this question, while the remaining 77.4 per cent answered, "No."

CHAPTER XXI

SUGGESTIONS FOR MAKING THE SUPERINTENDENT OR INSPECTORATE POSITION A MORE EFFECTIVE ONE FOR EDUCATION

Superintendents were asked the question, "What constructive suggestions would you offer which you think would make the position of superintendent a more effective one for education in your province?" In reply, came a total of 589 suggestions. Since many of the suggestions made were repetitious and over-lapping in nature, a large number were classified within thirteen broad areas and these are presented in Table CIII.

I. THE SUGGESTION TO REDUCE SUPERINTENDENCY SIZE AND APPOINT ADDITIONAL STAFF

From 31.5 per cent of the superintendents across Canada came the suggestion that there be an increase in the number of provincial superintendents and inspectors appointed, with a consequent reduction in superintendency size, in order that there be fewer teachers to supervise. Some superintendents suggested the appointment of additional supervisory or specialist assistants to help with the work load. The suggestion to reduce superintendency size and increase the numbers of provincial staff was made by at least thirty per cent of the superintendents in each of the provinces, with the exception of Alberta, where only 11.1 per cent were of this opinion.

TABLE CIII

SUGGESTIONS FOR MAKING THE POSITION OF SUPERINTENDENT OR INSPECTOR
A MORE EFFECTIVE ONE FOR EDUCATION

Suggestions	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Reduce superintendency size and/or appoint additional staff	44.7	11.1	32.8	36.4	31.6	41.7	35.7	42.9 41.2 31.5
Improve certain other working conditions	12.8	7.9	10.4	88.6	11.4		7.1	70.6 19.8
Offer better salaries	19.1	12.7	7.5		10.4	8.3		57.1 41.2 11.6
Free superintendents from much of the routine administrative detail	4.2	4.8	4.5	29.5	11.9	8.3	14.3	14.3 10.4
A clearer defining of the position and the duties of the superintendent - to make the superintendent the chief executive officer of the Board	23.5	15.9	19.0		4.1			8.8
Consolidate and reorganize many more districts into larger units of administration				4.5	11.4	25.0		17.6 6.5
Give superintendents more freedom and authority within which to work	6.4	4.8	3.0	4.5	5.7		21.4	17.6 5.8
Provide more preparation for the position and insist on higher qualifications for entry		3.2	13.4	4.5	3.6	25.0		14.3 11.8 5.6

TABLE CIII (continued)

Suggestions	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Permit superintendents to share more in Departmental policy formulation - a closer liaison with the Department	8.5	1.6	7.5	4.5	3.6		21.4	4.7
Appoint and place inspectors with a view to specialization of inspection - the "team" approach		7.9	4.5	4.5	4.7	16.7	21.4	4.7
Provide more in-service education opportunities for superintendents	2.1		3.0	9.1	2.6	16.7	14.3	3.2
Reduce the number of written reports required	4.2	1.6	4.5	6.8	2.1			2.8
Insist on higher qualifications and standards for trusteeship		1.6	3.0		2.6			1.7
Miscellaneous suggestions	10.6	11.1	7.5	13.6	11.4	8.3	14.3	11.8 11.0
Total number of suggestions for improvement	59	51	77	89	221	18	18	32 589
Total number of respondents	41	63	67	44	193	12	14	17 464

In British Columbia, 44.7 per cent of the staff made this particular suggestion, and further data presented in Table CIV, which was originally prepared for the Royal Commission studying education in British Columbia in 1959, would tend to indicate how the ratio of teachers to district superintendents of schools in the province for the years, 1946-60 inclusive, has steadily increased.

That attempts have been made to solve this particular problem in Manitoba is revealed by the following:

Another development of interest in Manitoba of recent years has been the effort made by the Department of Education to lighten the teacher load of individual inspectors. A tentative objective has been set of one hundred teachers per inspectorial division. Each year for the past three years three new divisions have been set up and the load of each inspector across the province has been correspondingly lightened. Although the objective has not yet been fully attained, a great deal of progress has been made along this line with a consequent improvement in the amount of help each inspector has been able to give his teachers.²

Again, the Report of the Manitoba Royal Commission on Education published in 1959, recommended the appointment of additional inspectors in that province.

. . . it is obvious that at least ten additional inspectors should be added to the present staff. Even this increase would provide only the minimum number of inspectors required to handle the 46 School Divisions into which the Province was recently divided. It should also be borne in mind

²E. F. Simms, "A Brief Survey of Some Recent Developments in Education in Manitoba," The Canadian Superintendent, The Canadian Association of School Superintendents and Inspectors, (CASSI), 1956 Yearbook, pp. 50 - 51.

TABLE CIV

RATIOS OF TEACHERS TO DISTRICT SUPERINTENDENTS
OF SCHOOLS IN B.C. FROM 1946¹

Year	Number of Superintendents and inspectors	Number of Teachers*	Number of Teachers per superintendent or inspector
1946	33	4548	138
1947	34	4787	141
1948	35	5127	146
1949	34	5497	162
1950	37	5909	160
1951	39	6309	162
1952	39	6662	171
1953	40	7156	179
1954	45	7657	170
1955	49	8167	167
1956	49	8792	179
1957	51	9571	188
1958	54	10,218	189
1959	54	10,920	202
1960	54	11,500 (Estimated)	213

*Includes some teachers in Indian Schools

¹ Government of the Province of British Columbia, Report of the Royal Commission on Education 1960, (Victoria: Don McDiarmid, Queen's Printer, 1961), p.79

that with the present rapidly increasing enrolment, one or two additional inspectors would be required each year to maintain satisfactory standards of efficiency.³

In its final statement, the Commission made the recommendation:

That the inspection staff of the Manitoba Department of Education be increased to a minimum of fifty active inspectors, and an additional three or so in training.⁴

It is perhaps also of significance that in those provinces where inspectors operating at the high school level only are found, viz. Alberta, Saskatchewan and Ontario, the above suggestion for an increase in the numbers of provincial staff was made by more than half of the high school personnel in each of the three provinces concerned.

The Opinions of Deputy Ministers and Chief Superintendents Regarding the Need for Additional Personnel

Because this particular suggestion for an increase in staff was voiced by such large numbers of inspectors from so many provinces, department officials were questioned as to whether or not they considered their provincial inspectorate force adequate in numbers to do the work effectively. In the following paragraphs the comments of these various officials have been recorded.

It appeared that in British Columbia according to the Rules of the Council of Public Instruction:

³Government of the Province of Manitoba, Report of the Manitoba Royal Commission on Education, 1959, p. 113.

⁴Ibid., p. 121.

The total number of directors of instruction, special counsellors, supervisors, and teacher consultants approved or employed in any school district shall not exceed one for each 1,500 pupils enrolled in the public schools in the school district, providing that one such person may be approved and employed in a district enrolling fewer than 1,500 pupils but that a second person shall not be approved and employed in any school district until 3,000 or more pupils are enrolled.⁵

As can be readily seen, therefore, legislation has been provided whereby school districts may employ supervisory assistants according to a ratio of one per 1,500 students.

Discussing the need for more district superintendents, the Deputy Minister for British Columbia stated:

Many of our school districts in British Columbia are too large and we, therefore, need more superintendents. It seems to me that while the optimum number of teachers per superintendent may vary from place to place in the province, it should be approximately 125 per district superintendent. . . . in each of three districts of this province, namely, Victoria, Burnaby and Surrey, the provincial department has appointed both a superintendent and an assistant superintendent who are both provincially-employed men. Because of the vast size of these districts both in numbers of teachers and student enrolment, it has been thought desirable to do this.

While there is nothing so stipulated in the School Act, the Department has adopted the practice that when the number of teachers in a school district reaches a total of 650, an assistant

⁵Province of British Columbia, Rules of The Council of Public Instruction For The Government of Public Schools in the Province of British Columbia, (Victoria; A. Sutton, Queen's Printer), Section 11.05, p. 11.

superintendent, provincially-employed, has been appointed. However, speaking personally, I would prefer to see more district superintendencies created than to provide assistants in those areas which are becoming too large for one superintendent to handle effectively.⁶

With regard to the numerical adequacy of superintendent personnel in Alberta, the Chief Superintendent commented:

Whether or not we have enough superintendents and inspectors in Alberta to do the work effectively depends, of course, on how you define the superintendent's job. If you think of him as exclusively a supervisor of instruction, then perhaps we do not have enough. However, if you think of him as a top executive giving leadership to his superintendency, whether it be a division, county or district, then I think that perhaps we have a sufficient number of superintendents.

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While in recent years our total number on the provincial superintendency staff has not increased, the number of locally-appointed superintendents has been growing at the rate of one or two each year, and I expect that this group will grow even more as the urban centres increase in size. When a town or district employs a local superintendent this diminishes the load for our provincially-employed urban superintendents, and it is because of this that perhaps we have not had to add to our provincial staff Now I think there is a need for the appointment of assistant superintendents in some of our larger divisions. While some of our divisions have made such appointments, there are still some superintendents that need this kind of help, and the central office staffs of some of our divisions and counties could be expanded to a greater degree.⁷

⁶Statement by Dr. J. F. K. English, personal interview, op. cit.

⁷Statement by Dr. T. C. Byrne, personal interview, op. cit.

As to the adequacy of inspectors at the high school level, the Chief Superintendent for Alberta continued:

While perhaps, I do not think we have a sufficient number of high school inspectors, again, this depends on what you expect of your staff. If you expect the high school inspectors to inspect all the high school teachers, and to assume the entire responsibility for all supervision of these teachers, then of course, we do not have enough. If, however, you want a core of people who have had long training, who can be regarded as specialists in a subject area, but who have concentrated and are concentrating upon the operation of high schools, and as a result, can advise superintendents and boards with respect to the operation and organization of high schools, then I suppose that our staff is nearly adequate.⁸

The Chief Superintendent for Saskatchewan stated:

In Saskatchewan I do not believe that we have quite enough superintendents to do the work effectively. I think it would be safe to say that there are probably about five areas that are considered as being too large for effective operation, or where the work load is considered too great for just one superintendent.

The solution may be to increase the number of superintendents but this, of course, is not as simple as it appears on the surface. Since our superintendencies are geared to administrative units, the number of superintendencies depends upon the way we organize ourselves for administrative purposes. Now the way, of course, in which it can be done is to reorganize the administrative units. Incidentally, this is now being undertaken and will result in an increase of probably four or five administrative areas A number of school boards employ their own assistants whom

⁸Ibid.

they assign to the provincial superintendent of schools to assist in the overall programme. I think very highly of this idea and have done some ground work which has perhaps lead to the appointment of as many as four per year of these assistants in recent years. The assistant superintendent, as I see the position and as I proposed it, serves as an assistant in the larger superintendencies, partly to relieve the superintendent of some of the load, and partly to gain experience so that he may eventually enter the superintendency service himself. . . . I very definitely feel that some assistance of this type is necessary in every superintendency in Saskatchewan.⁹

With regard to the adequacy in number of high school superintendents for Saskatchewan, the Chief Superintendent continued:

It is only three years ago that we increased our total high school staff from four to six, and I estimate that it should be at least eight. We find that our high school superintendents are considerably overloaded mainly because they are now functioning on a wider basis. Whereas formerly the work was essentially inspectoral, they now participate more actively in in-service education for high school teachers, as well as working with school boards which they did not do before.¹⁰

Emphasizing the inadequacy in numbers of the inspectorate staff in his province, the Deputy Minister for Manitoba concluded:

We do not have enough inspectors in Manitoba to do the work effectively, and we definitely should have more. I think I would prefer to have more inspectors on my staff with each man responsible for his own inspectorate, than to appoint

⁹Statement by Mr. L. Bergstrom, personal interview, op. cit.

¹⁰Ibid.

assistant inspectors where the inspectorates are too large for one man. I think we would probably gain more advantage this way, although I can see advantages in some of our inspectors having assistants. Mind you, I would also like to have some assistant inspectors in training for future inspectorates. This would not necessarily involve assistant inspectors for each inspector, but it might involve, for example, a total of five or six assistant inspectors who would actually be inspectors in training.¹¹

Supporting the views of the Deputy Minister, the President of the Manitoba Inspectors' Association commented on the inadequate number of inspectors as follows:

If the inspector is expected to help in a supervisory capacity as he does in rural areas, and also advise and assist trustees there, then I do not think that we have a sufficient number. Even in the city of Winnipeg where there are five inspectors, I do not think that there are enough men to do the work effectively.¹²

Concerned about this particular problem also, the Chief Director of Education for Ontario stated:

We definitely do not have enough provincial inspectors in Ontario to do the work effectively. Quite large numbers of our provincial staff have been transferring to positions of municipal appointment in recent years, and our salary scale will just not permit us to appoint the number of inspectors that the Department of Education would wish.¹³

¹¹Statement by Mr. Scott Bateman, personal interview, op. cit.

¹²Statement by Mr. W. Friesen, personal interview, op. cit.

¹³Statement by Dr. F. S. Rivers, personal interview, op. cit.

Furthermore, as Dr. George Flower indicated:

The Superintendent of Elementary Education, Mr. Pearson, has more vacancies for provincially-employed inspectors at the elementary level every year than he can fill to his satisfaction. One of the obvious reasons for this is what you have in education department after department across this country, and that is that the civil service salaries, generally, have tended to fall behind municipal salaries. As a result, Mr. Pearson keeps losing provincially-employed men to local boards. Of course, the provincial salaries are improving, but in many cases you will find the provincially-employed inspector of schools on a salary substantially lower than that of the principal of one of the schools for whom he is supposed to have some responsibility.¹⁴

The Deputy Minister for New Brunswick summed up the situation as follows:

I think we have sufficient superintendents, but I don't think we have enough personnel. Because our superintendents do not all have the same teacher loads, we endeavour to equalize this by providing assistants. Each superintendent has an office with a secretary and one or more assistants. For example, there are two superintendencies where we have three assistants to the superintendent. While we look upon the function of the superintendent as being both administrative and supervisory, that of the assistants is almost entirely supervisory, i.e. going into the schools and assisting inexperienced teachers to solve their everyday problems. At present, these assistant superintendents or county school supervisors, as they are also called, assist in the supervision of grades one to eight, while the superintendent, for the most part, looks after the high schools.

¹⁴Statement by Dr. George Flower, personal interview, op. cit.

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At the present time we are hoping to allocate in our budget for next year, a sufficient sum to cover the salaries of several additional administrative officials or administrative assistants. These need not necessarily be teachers, but they would be employed to relieve the superintendent of certain routine matters, such as attendance, school surveys, etc. in order that he might spend more time in supervision.¹⁵

The Deputy Minister of Education for Nova Scotia commenting on the situation in his province remarked:

I think we have enough provincially-employed inspectors in Nova Scotia to do the work effectively. As the locally-employed superintendents and supervisors continue to assume responsibility for larger and larger areas, there is a tendency for the provincially-employed inspectors to be reduced in number. We are endeavouring to decentralize the direct supervision of schools, and, as a result, our inspectors are becoming largely planners, coordinators, directors of education and advisers to principals, rather than directly supervising and inspecting schools.¹⁶

The President of the Nova Scotia Inspectors' Association, however, when questioned on this matter stated:

As far as inspectors are concerned, I think we have an adequate number but we do need more supervisors for classroom visitation. It is very difficult in a typical inspectorate, such as mine, to visit the classrooms sufficiently often. While my one divisional supervisor and I do meet with

¹⁵Statement by Dr. F. E. McDiarmid, personal interview, op. cit.

¹⁶Statement by Dr. H. P. Moffatt, personal interview, op. cit.

our teachers through study clubs, which appear to help greatly, we feel that the personal classroom visitation is very essential and necessary. My supervisor does most of the supervision in the elementary grades and we cover the high schools jointly. I could use five or six supervisors, if I had them, because unfortunately, so much of what we have to do is simply helping weak and inexperienced teachers, and this can not be regarded as creative supervision. However, finances enter into the picture very strongly here.¹⁷

Describing the situation in Prince Edward Island, the Deputy Minister stated:

I would say that we have sufficient superintendents in the province to do the work effectively. We are reorganizing the province into regional high school areas, and I would like to see the supervisory principal of the regional high school made responsible for the supervision of his whole region. I feel that it would be a more effective type of supervision if the schools feeding the regional high schools were supervised by the principal, who is entirely responsible for his regional high school. Unfortunately, however, our regional high school units were not established according to a specified plan, and, consequently, we have some that are very large and some that are very small. At present, our superintendents are responsible not only for administrative details, but also for the supervision of classroom teaching. They have no assistants at all and are therefore, probably too heavily loaded.¹⁸

Strongly emphasizing the lack of sufficient district supervising inspectors in Newfoundland, the Deputy Minister said:

¹⁷Statement by Dr. N. MacLeod, personal interview, op. cit.

¹⁸Statement by Dr. M. McKenzie, personal interview, op. cit.

We have nowhere near enough supervisors to do the work. Newfoundland is composed of about 6,000 miles of coastline, and there are approximately 4,500 teachers scattered over this coastline. This necessitates a great amount of travel, much of which is by boat which is very slow indeed. These supervisors are each responsible for about 150 - 200 teachers, and with all this travelling as well, it is almost an impossible task. Perhaps the most they can do is to spend half a day or, at the most, a full day with each teacher and then move on. Now the Department has given instructions that supervising inspectors do not necessarily have to supervise every teacher in their district, and they, therefore, tend to spend most of their time with the weaker teachers. However, I figure that to do the supervising job properly in Newfoundland we would require about fifty supervisors. The Department of Education has been advocating additions to our staff for quite some time, but the Government has been very reluctant to increase the number of school district supervisors.

We have endeavoured to relieve their work somewhat through our system of central regional high schools, and where these schools are operating the supervisor is not required to carry out much supervision. This cuts down a little on the school supervisor's work although they are not too happy about it. They have the feeling that the better schools are contained in these central regional schools and in their feeder systems, and they therefore feel that it would be a break for them to get into the better schools, instead of continually going into the smaller schools where the teachers tend to be of a poorer calibre. . . .

Although we have positions for 22 supervising inspectors, this year we are short three, and so there are three districts for which we have no supervisor at all. This means that the present staff has to assume the added responsibility, and they might be asked, on occasions, by the various Superintendents of Education to go to one of these vacant districts to undertake supervisory work

there for perhaps a few weeks, or even longer,¹⁹

II. OTHER SUGGESTIONS FOR MAKING THE SUPERINTENDENCY OR INSPECTORATE POSITION MORE EFFECTIVE

While the suggestion to increase the numbers on the superintendency staff and reduce actual superintendency size was the most commonly mentioned, there were others to which consideration should be given.

To Improve Certain Working Conditions

The suggestions to increase vacation allowances, to increase the amount of clerical assistance available, and to improve the provisions of educational leave and pension schemes, accounted for the third classification in Table CIII -- "to improve certain other working conditions." This general category accounted for suggestions from 19.8 per cent of the superintendents, and was of particular significance in the provinces of Manitoba and Newfoundland, where the percentages responding in this manner were as high as 88.6 and 70.6 respectively. It would appear that the provision of clerical assistants to inspectors in these two provinces would assist them greatly in the performance of their duties. Again, in these two provinces, the summer assignment expected of each inspector not only tended to reduce the amount of vacation time available (as was the case with many Newfoundland supervisory inspectors), but appeared to leave inspectors very little time during

¹⁹Statement by Mr. P. J. Hanley, personal interview, op. cit.

the summer to review, reflect upon and evaluate the past year's work, or to make preparation for the forthcoming year.

To Offer Better Salaries

"To offer better salaries" was the suggestion made by 11.6 per cent of the superintendents from seven of the nine provinces participating in this study. However, it was in the two provinces of Newfoundland and Prince Edward Island that the percentage of superintendents making this suggestion was of perhaps most significance. In these two provinces, the percentages of superintendents who made this suggestion were 57.1 and 41.2 respectively.²⁰

To Free Superintendents From Much of the Routine Administrative Detail

A superintendent's duties are diverse, and many of these duties such as consultations with parents and trustees, public relations, and the inspection of school plant and equipment, are important corollaries to his task in the classroom. Others, such as the array of statutory duties and responsibilities required of the superintendent by the various School Acts, are time-consuming administrative chores which may detract from the superintendent's true functions in education. As a result, a strong plea to "free superintendents from much of the routine administrative detail" was the suggestion of 10.4 per cent of the respondents. In Manitoba, in particular, 29.5 per cent of the inspectors appeared concerned about this situation and made the above suggestion.

²⁰See Chapter XIII on Superintendents' Salaries.

In this province there is a continuing trend toward consolidation of elementary school districts. As stated recently:

This continuing trend of small school districts to consolidate with their neighbours or to be dissolved and become part of a larger neighbouring school district in order to take advantage of graded school education and transportation resulted in ten consolidations being formed during 1960-61. These consolidations included 28 school districts. In addition 20 school districts were dissolved and their lands transferred to neighbouring school districts.²¹

It would appear, therefore, that the most onerous duties for Manitoba inspectors arose out of arbitrations of various kinds in connection with these consolidations:

Under the Public Schools Act, in certain cases, if any dispute arises out of the formation, alteration or dissolution of a rural non-union district, the inspector must act as secretary to the board of arbitrators; in disputes over changes of school sites the inspector must be the third arbitrator or must appoint someone to act in his place; in other circumstances requiring arbitration it is customary for the Minister to designate the inspector to be secretary of the arbitration board, with all the consequent clerical duties. In unorganized territories the inspector, with the approval of the Minister, may form new school districts, alter the boundaries of existing districts, or dissolve a district. These actions involve sending due notice to every ratepayer and to the secretary-treasurer of each district involved, disposing of the assets of dissolved districts, and making a proper apportionment of the

²¹Government of the Province of Manitoba, Report of the Department of Education for the Year Ending June 30th, 1961, op. cit. p. 16.

net assets and liabilities of the dissolved district. The inspector also apportions the assets and liabilities in the case of dissolved rural non-union districts, and must administer a consolidated district on dissolution. In the case of union school districts, under certain conditions, receive proper petitions for the formation, alteration or dissolution of such a district; and when all concerned are in agreement he may act on the petition. If the matter goes to arbitration, the inspector, as mentioned above, usually is appointed secretary of the arbitration board, must call the first meeting of the arbitrators, may appoint an arbitrator for any municipality concerned which fails to appoint its own, and must, under certain circumstances, make application to a judge of the Court of the Queen's Bench for the appointment of an additional arbitrator. If the arbitration results in an award forming a new union school district, the inspector must call the first meeting for the election of trustees. He may also call meetings of electors for other purposes, under the Act. In addition, an inspector may receive and investigate complaints about the election of trustees, may be requested to appoint auditors, may administer oaths, and may act as Official Trustee if required to do so by the Minister.²²

While perhaps this list is by no means exhaustive, it does illustrate to some extent, the weight of purely administrative duties which can and do make serious demands on the time of an inspector in Manitoba.

In view of the above circumstances, the further comments of the Commission are of interest:

. . . these duties were imposed upon the inspector at a time when he stood as the sole

²²Manitoba Royal Commission on Education, 1959, op. cit. p. 114.

link between the individual school district and the Department of Education and when problems of communication were much more difficult than they are at present. These conditions still exist to a limited extent in certain parts of the Province, and in these parts the inspector must continue to exercise these administrative responsibilities. However, the majority of the school districts in the Province having been organized into School Divisions and having selected Division Boards which are already charged with certain intermediary administrative functions on behalf of both the Department and the local school districts, there now exist responsible bodies to whom can be delegated many of the administrative tasks now delegated to the inspector.²³

To Define More Clearly the Position and Duties of the Superintendent

For 8.8 per cent of the superintendents, the suggestion was that there needed to be a clearer defining of the position of superintendent. In making this suggestion, some indicated that the superintendent should be appointed as chief executive officer of the Board and responsible to it, or suggested that the superintendent should be locally-employed by the Board itself. Still others suggested that there needed to be a much clearer definition of duties between the secretary-treasurer and the superintendent. Some intimated that there was an apparent conflict existing between these two officials which needed to be eliminated if the position of superintendent was to be an effective one for education. It was interesting to observe that in the three most westerly provinces this particular suggestion was made with some significance. In support

²³Ibid., p. 114.

of this view, The Report of the Royal Commission on Education in Alberta, published in 1959, made the recommendation that superintendents of divisions and counties be appointed locally. The Commission stated:

On the basis of four considerations the Commission questions the provincial appointment of superintendents for school divisions and counties. First, the Province is perpetuating a service within the competence of divisions and counties, although even small towns may appoint their own personnel. Second, the continuation of a practice no longer essential implies the need for a force of employees to interpret and explain, to sell and directly administer according to "government" policies in many matters. The potential for direct control is inconsistent with the Commission's previously expressed views on various matters. Third, a leadership potential is not being realized. Quite properly, civil servants cannot publicly express opposition to or dissent from government policy without serious breach of ethics. In a highly centralized educational system, qualified, independent and freely expressed public statements upon education would serve as a safeguard and as a source of profitable suggestion. Finally, the provincial superintendent holds a somewhat anomalous position. While he acts freely in many matters designated by the board with whom he is associated, he is indisputably responsible to the government. An interesting consideration is whether a superintendent could advise his board in their best interests notwithstanding possible conflict with government policy. Provincial superintendents, working in their present capacity, must try to serve two masters.

The combination of these circumstances seems to offend any defensible concept of sound responsible

administration at the local level.²⁴

With this in mind, the Commission made the following recommendations:

That legal provision be made whereby divisions and counties may appoint their own superintendent in lieu of a provincially-employed superintendent.

That the Province specify in law such functions of the locally-appointed superintendent as will safeguard immediate provincial interest in education.²⁵

In this regard, the comments of the Chief Superintendent of Schools for Alberta were of interest:

I think we can be doctrinaire about this business of local autonomy, but after all, a school board which is not in a position to appoint its chief advisor is certainly far from being autonomous in the fullest sense.

We cannot talk about our provincial superintendents as being their board's chief executive officers because we cannot make this effective legally. Furthermore, we could not define this function in the Act because school boards are not likely to accept these men as chief executive officers when they do not have any control over their appointment. Now, it is true that if a board wants to get rid of a superintendent through transfer its wishes are paid heed to, but by and large, the control over the allocation and appointment of superintendents resides with the Department. For that reason you cannot formalize the position of provincial superintendent as one of chief executive officer. If the

²⁴Province of Alberta, Report of the Royal Commission on Education, 1959. op. cit., p. 204.

²⁵Ibid.

superintendent acts as the board's chief executive officer, he does so by virtue of his personal influence or by the informal organization, and it is indeed true that some of our men are the chief executive officers for their boards

Our provincial superintendents, particularly the older and the opinion-formers of the group, recognize that if they were appointed by local school boards they would receive higher salaries. However, they have not been prepared to press the government in this respect. Therefore, there is no public support, outcry or pressure for it, and the government in the last few years has been more and more convinced that there should not be any change, and I do not think that it is prepared to make any change now. There was a time when it would have -- in fact, some years ago the Minister of Education even suggested that if the superintendents wanted higher salaries they should try the British Columbia plan. The superintendents met and discussed this. There was a lot of internal dissension and friction, but finally they came to the conclusion that they would accept it, and although there were a few lonely stand-outs, they by and large bought the idea. However, in the meantime the Cabinet had changed its mind and that ended the whole thing

My own feeling is that the superintendency would gain by local appointment. Perhaps it would lose something, but it would also gain. As provincially-employed superintendents, our men enjoy far more security. They feel more free to speak very frankly to school board members; they feel more independent. As a result, they feel that they can actually do their job more effectively, and perhaps they can.²⁶

The Report of the Manitoba Royal Commission on Education published in 1959 made the following similar recommendation:

²⁶Statement by Dr. T. C. Byrne, personal interview, op. cit.

That the superintendent be designated chief executive officer to the employing school board in order that there be a clear pattern of executive and administrative responsibility within the Division.²⁷

To Consolidate and Reorganize Many More Districts into Larger Units of Administration

A total of 6.5 per cent of the inspectors suggested that "the consolidation and reorganization of many more smaller school districts into larger units of administration" was most necessary if an improvement in education was to be effected. In New Brunswick, Newfoundland and Ontario this suggestion was made with some emphasis by several respondents.

To Give Superintendents More Freedom and Authority Within Which to Work

A further 5.8 per cent of the superintendents, representing seven of the nine provinces participating, requested that provincially-employed superintendents be given more freedom and authority within which to work.

To Provide More Preparation for the Position and to Insist on Higher Academic and Professional Qualifications for Entry Into it

"To provide more preparation for the position, and to insist on higher academic and professional qualifications for entry into it" was the suggestion from 5.6 per cent of the superintendents. Suggestions

²⁷Manitoba Royal Commission on Education, 1959, op. cit., p. 121.

such as the following were included within this category:

We need far more post-graduate training in administration and supervision.

A high standard of scholarship and preparation is essential for this position.

An initial training period plus subsequent in-service training should be provided by the Department of Education.

A degree in education at more than one university, with a post-graduate degree in administration and supervision should be the requirement.

Some recommended that a period of internship was necessary and made suggestions such as the following:

We need a more adequate orientation to the job. There should therefore be some on-the-job training prior to appointment.

Further on-the-job training as an assistant before assuming a post on one's own is necessary.

The suggestion by some that there be an internship program for superintendents is of interest when one considers the views of Althouse who said:

Somehow we must provide the intending supervisor with an opportunity to see and to share in the actual job of supervision, and for a long enough period to catch some glimpse of what the problems are and how they involve many aspects of municipal government and of community planning.

.

The relation of this practical phase of training to the more traditional theoretical preparation must be worked out in detail, and the detail will differ from province to province. My concern today is simply to register

a strong plea for the inclusion of some kind of practical training, if only to expedite the assumption of full responsibility by newly-appointed supervisors.²⁸

To Permit Superintendents to Share More in the Formulation of Departmental Policy

Another 4.7 per cent of the total inspectoral staff suggested that superintendents should be permitted to participate more in the formulation of provincial department of education policy. Others, whose recommendations were placed in this particular category, suggested that there needed to be a much closer liaison with the Department.

To Appoint and Place Inspectors with a View to Specialization of Inspection

A further suggestion, which came predominantly from the secondary school inspectors participating in this study, was "to appoint and place inspectors with a view to the specialization of inspection, or to adopt a team approach to inspection." In each of the provinces of Alberta, Saskatchewan and Ontario more than half of the secondary school inspectors concerned made this particular suggestion. In these three particular provinces, secondary school inspectors are appointed and held responsible for inspection in a certain area, region, or "zone." In addition, there is appointed in the province of Ontario, an equal number of "staff inspectors" who, as specialists in the various

²⁸J. G. Althouse, "Needs in the Education of Administrators and Supervisors in Canada Today," Addresses, the author, (Toronto: W. J. Gage Ltd., 1958), p. 109.

subject fields travel the province as a whole, working closely with the area or regional inspectors. It became apparent, through an examination of the returned questionnaires, that the majority of high school inspectors in these three provinces believed that there were advantages to be gained in the specialization of inspection at the high school level. With this in mind, the suggestion was made that high school inspection be undertaken on a team basis with sufficient specialists on any one team to cover each of the major subject areas. Comments from some of the inspectors to this effect were as follows:

High school inspection should be more clearly developed as a consultative function performed by teams of two or more men with complementary subject area qualifications.

Inspectors should have the opportunity to work at least in pairs.

It would be advantageous to group inspectors in the larger cities or towns according to their subject areas, for inspectors who are alone lose contact with their colleagues.

When questioned on this point the Chief Superintendent for the province of Alberta remarked:

The members of our high school inspection staff have been generalists, in the sense that they have worked in a region and taken full responsibility for all high school teachers within the area, region or zone. This means that while they may have curriculum responsibilities in a certain subject, when they move into a high school they can expect to look at all the subjects, if they are by themselves, or they may work in teams, in which case they divide responsibilities when they visit a school in accordance with their interest or specialization. But our high school inspection staff has tended to be pretty broad sorts of people

interested in many subject areas, but with some specialization and with a regional responsibility. Now, if we were to designate a person as a high school inspector not attached to any particular zone, then I suppose we are in the field of a specialist type of appointment such as Ontario has, and I think that this is about the direction we would have to go when we have more high school inspectors than we have zones in which to locate them. So far, the number of high school inspectors has more or less corresponded to the number of zones.²⁹

To Provide More In-service Education Opportunities for Superintendents

The suggestion to provide more in-service education opportunities for school superintendents and inspectors came from 3.2 per cent of the respondents. Several, who suggested that a much more adequate provision of in-service education opportunities for superintendents was required, intimated that department of education should take further responsibility in this matter. On this particular subject, the advice of Althouse is again pertinent:

Then we need time to spend on the training of our supervisors, especially on training after appointment. We usually put appointees to work immediately upon their appointment, and find it difficult to detach them from their duties even for short periods of training. This means that we depend heavily upon pre-service training for the education of these important agents in education, and put our faith in a cold-storage type of preparation, that we know very well does not work effectively. Most of the provinces require special educational courses of their prospective supervisors, but

²⁹Statement by Dr. T. C. Byrne, personal interview, op. cit.

these courses seldom include anything but the most general educational theory or the usual academic background for teaching. Even this preliminary training must be available in summer sessions, evening classes, or correspondence courses, with a minimum of interruption of the usual wage-earning activity of the aspirant to a supervisory post. Nor do I see much chance of changing these pre-service courses. But I do maintain that they should be supplemented by repeated periods of in-service training, even in these days of an under-manned and over-worked supervisory staff.³⁰

While it is both apparent and obvious that provision for the in-service education of superintendents and inspectors must be made on what may be termed a group basis, superintendents and inspectors themselves must assume some individual responsibility in this matter. In the words of Althouse,

One obvious way in which the superintendent may maintain his position of leadership is by keeping up to date in professional knowledge. This involves the early formation of the habit of professional reading, a habit not always characteristic of those who essay educational leadership in Canada. To be well informed about one's profession, one must know sources of information, and must use at least some of those sources methodically and persistently. The superintendent cannot afford to be less attentive to this detail than, say the local medical practitioners or the local members of the legal profession

One thing is certain. If the superintendent begins to do regular and systematic professional reading, he will soon realize the necessity of

³⁰J. G. Althouse, op. cit. p. 109.

rationing his time and energy to permit adequate opportunity for reading. In a very real sense, this will be a test of his judgment and of his strength of character. It is fatally easy for a professional leader to become so concerned -- so honestly concerned -- over the difficulties of individual members of his flock that he fails to maintain the professional pre-eminence which alone justifies his claim to leadership

Why do I make such a point of keeping fresh and green one's professional knowledge? Because there is the constant danger that the superintendent's proper concern about the local situation may limit his vision, and so make him unable to assess properly local problems and local progress.³¹

To Reduce the Number of Written Reports Required

"To reduce the number of written reports required" was the suggestion for improvement from 2.8 per cent of the superintendents. This particular suggestion could have been included in the classification, "to free superintendents from much of the routine administrative detail," but the suggestion "to reduce the number of written reports required" came from a sufficient number of inspectors and superintendents representing five different provinces that it was thought desirable to record this as a separate category. In addition, the writing of reports, traditionally, has been one of the functions of inspectors.

To Insist on Higher Qualifications and Standards for Trusteeship

A further 1.7 per cent made reference to the poor quality of school trustees found in certain areas. As a result, the suggestion

³¹Ibid., pp. 90 - 91.

"to insist on higher qualifications and standards for school trusteeship" appeared as a further separate category.

Miscellaneous Suggestions

In addition to the above thirteen categories came a total of 51 miscellaneous suggestions which fell outside of the above broad classifications. No attempt was made to describe or present these particular suggestions which came from 11.0 per cent of the group, because in each case they represented a suggestion offered by but one superintendent or inspector. A further 82 superintendents and inspectors (17.8 per cent) made no specific suggestions for the improvement of the position, or omitted to comment on this particular matter.

III. SUMMARY OF CHAPTER XXI

Superintendents were asked the question, "What constructive suggestions would you offer which you think would make the position of superintendent a more effective one for education in your province?" From the superintendents participating came a host of suggestions which were classified within thirteen broad areas.

The most frequently mentioned suggestion, and mentioned by 31.5 per cent of the entire force, was "to reduce superintendency size and/or appoint additional staff." Department of education officials, questioned as to the desirability and feasibility of this suggestion, tended to concur in it, but indicated some of the inherent

difficulties they would face in attempting to implement it.

Another 11.6 per cent of the superintendents suggested that consideration be given to offering better salaries to superintendents, and from the provinces of Prince Edward Island and Newfoundland, this suggestion was made by a significant number of superintendents. "To improve certain other working conditions " was the suggestion made by another 19.8 per cent of the respondents, and within this classification were included those whose suggestions were to increase vacation allowances, to increase the amount of clerical assistance provided, to further expand the provisions for educational leave and to improve pension plans. Many of the inspectors from both Manitoba and Newfoundland in particular, made suggestions within this classification.

A plea to "free superintendents from much of the routine administrative detail," was the suggestion of another 10.4 per cent of the respondents. Another 8.8 per cent suggested that there needed to be "a clearer defining of the position of superintendent." In making this suggestion, some indicated that the superintendent should be appointed as chief executive officer of the Board and responsible to it. Others suggested that the superintendent should be locally-employed by the Board itself. Still others whose suggestions were placed within this category, suggested that there needed to be a much clearer definition of duties between the secretary-treasurer and the superintendent.

Further suggestions for improving the superintendency position, although mentioned somewhat less frequently, but by at least five per

cent of the respondents were the following:

"Consolidate and reorganize many more districts into larger units of administration."

"Give superintendents more freedom and authority within which to work."

"Provide more preparation for the position, and insist on higher qualifications for entry."

Other suggestions mentioned less frequently were:

"Permit superintendents to share more in Departmental policy formulation -- promote a closer liaison with the Department."

"Appoint and place inspectors with a view to specialization of inspection -- the 'team' approach."

"Provide more in-service education opportunities for superintendents."

"Reduce the number of written reports required."

"Insist on higher qualifications and standards of trusteeship."

Miscellaneous suggestions accounted for a further 11.0 per cent, but these tended to be of a highly individual nature.

PART F

SUPERINTENDENCY TURNOVER

PREFACE TO PART F

It would appear that many factors may be involved when a superintendent leaves one superintendency and moves to another, or when a superintendent decides to leave the service altogether. Some superintendents may regard their positions as stepping stones to more attractive positions in education. Others are invited or directed to move to larger or better districts, or to accept positions within the central administrative staff of the department itself.

In order to determine the incidence of change, it was decided to investigate superintendency turnover as it has occurred in provincial departments of education. As a result, Part F is devoted to a study of the factors involved in superintendency change, and the extent to which this change has occurred.

In Chapter XXII, consideration is given to the specific reasons why superintendents have left one position and moved to another. In Chapter XXIII, there follows an investigation of why certain superintendents have left the superintendency altogether. In this latter chapter, a study is made of 52 superintendents and inspectors who left the service of provincial departments of education during a five-year period.

CHAPTER XXII

THE FACTORS INVOLVED IN SUPERINTENDENCY CHANGE

Many factors may be involved when a superintendent leaves one superintendency and moves to another. The purposes of this chapter, therefore, are to determine the extent to which superintendency changes are occurring, and to examine in some detail the specific reasons for these changes.

Although slightly more than half of the respondents (51.1 per cent) in 1960-61 were holding office in their first superintendency, it was thought desirable to question the remaining 227 superintendents (48.9 per cent) who had already held at least one previous superintendency. In the first instance, an attempt was made to discover who had been responsible for first initiating the last move, and the superintendents concerned were therefore requested to provide this information. Superintendents' replies appear in Table CV.

While a total of 227 of the Canadian superintendents (48.9 per cent) had held two or more superintendencies, it must be pointed out that in the four Atlantic provinces, the vast majority of respondents were still serving in their first and only superintendency. Consequently, the numbers in these provinces who provided pertinent data for this particular question were very small indeed, and as a result, due caution must be exercised before any interpretations are made, or any conclusions arrived at.

TABLE CV

THE PARTY RESPONSIBLE FOR INITIATING MOVE
FROM PREVIOUS SUPERINTENDENCY

	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
I requested a move	54.3	57.1	57.8	42.1	53.2	75.0	50.0 53.7
The Department of Education invited me to move	31.4	35.7	31.1	36.8	33.8		33.3 32.6
The Department of Education decided that I should move	2.9	4.8	6.7	15.8	13.0	25.0	50.0 33.3 9.7
The school board requested that I be moved			2.2				0.4
Miscellaneous other causes resulting in move	11.4	2.4	2.2	5.3			33.3 3.5
Total number reporting having moved from a previously-held superintendency	35	42	45	19	77	4	2 0 3 227

"I requested a move" was the statement checked by 53.7 per cent of those reporting that they had already held another superintendency.

"The Department of Education invited me to move" was the stated reason for a further 32.6 per cent of the respondents. By combining these two responses it may be safely concluded that for 86.3 per cent of the superintendents, the move from their previous superintendency position was a voluntary one. For another 9.7 per cent of the participants, however, the reply was "the Department of Education decided that I should move," and for one superintendent, the reason checked was "the School Board requested that I be moved." Certain miscellaneous circumstances accounted for the remaining eight respondents (3.5 per cent), and some of the reasons given were as follows:

After returning from an experience overseas with a D.N.D. School my former superintendency was no longer available to me.

The local Board decided it was large enough to hire its own inspector and no longer wanted a Department man.

Amalgamation of my district within another municipality forced me to move.

Apart from discovering who had first initiated the move from the previous superintendency, it was of interest to discover the more specific reasons why superintendents had desired these changes of position. In order to obtain this information a list of possible reasons arranged according to the following categories was prepared:

Relationships with people (five possible reasons listed).

Working conditions (four possible reasons listed).

Personal factors (six possible reasons listed).

Respondents were then requested to check each reason listed, and to indicate its degree of importance in their decision to move from the last superintendency according to the following:

- 0 - This reason was of no importance or was not applicable in my situation.
- 1 - This reason was of some or moderate importance.
- 2 - This was a very important reason for my changing superintendencies.

The tables appearing in Appendix L of the thesis contain particular information concerning the degree of importance assigned to each reason listed. By adopting the above scale it was possible to assign to each particular reason an averaged weighting. These averaged weightings were then ranked in order of importance and appear in Table CVI. It should be noted that in Table CVI no data appear from the provinces of Nova Scotia and Prince Edward Island. Because no participants from Prince Edward Island had been involved in a superintendency change at any time, and because the two respondents from Nova Scotia gave reasons other than those listed, these two provinces have not been included in the table.

In addition, by means of an open-ended question, respondents were invited to specify additional reasons for making their superintendency changes. These too, have been analysed and appear in subsequent tables.

TABLE CVI

THE REASONS WHY SUPERINTENDENTS MOVED FROM THEIR PREVIOUS SUPERINTENDENCIES
RANKED ACCORDING TO THEIR DEGREE OF IMPORTANCE

Reason	Rank Order by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	NFLD. TOTAL
The new position offered a greater challenge	2	2	1	3.5	1	1	2.5 1
I considered my new position to be a promotion	1	1	3	2	2	2.5	2.5 2
I wished to be closer to a larger city	3.5	3	2	1	3	2.5	4.5 3
Too much time spent in travelling	5.5	7	8.5	3.5	5	10	1 4
Being away from home too often	3.5	8	8.5	6	4	10	4.5 5
I believe, in principle, that superintendents and inspectors should move every few years	5.5	6	4	7.5	6	10	11 6
I felt I had already made what educational contribution I could in that community	7	4	7	5	8	4	11 7
It was difficult to obtain good staff	9	5	10	10	9	10	11 8
I was getting older and wanted a superintendency or inspectorate with fewer demands	10	9	12.5	7.5	7	10	11 9
The new position offered a better salary	8	11.5	14	13	10	10	11 10
The Board and Superintendent did not work well together	12	10	5.5	9	11.5	10	11 11

TABLE CVI (continued)

Reason	Rank Order by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	NFLD. TOTAL
Relationships with the secretary-treasurer were unsatisfactory	11	11.5	5.5	13	11.5	10	11 12
Relationships with the community were unsatisfactory	14	13	12.5	13	14	10	6 13
Relationships with the principals were unsatisfactory	14	14.5	11	13	14	10	11 15
Relationships with the teachers were unsatisfactory	14	14.5	15	13	14	10	11 15

I. THE REASONS FOR HAVING MOVED FROM THE PREVIOUS SUPERINTENDENCY

Table CVI shows that the reason ranked first by superintendents and inspectors from across Canada was "the new position offered a greater challenge." In three particular provinces this reason was ranked in first place, while in another three it was ranked second. "The new position offered a greater challenge" was stated as a reason of much importance in their decision to move by 33.0 per cent of the respondents, while a further 25.1 per cent considered it to be of some importance. However, although this combined total of 58.1 per cent of the respondents considered the factor to be one of importance in their decision to move, for the remaining 41.4 per cent, this reason was of no importance or was not applicable (see Appendix L, Table L-I).

The reason, "I considered my new position to be a promotion" was ranked almost as high as the former one, and although placed in second position by superintendents and inspectors as a total group, it was ranked in first place by respondents from British Columbia and Alberta. For 35.2 per cent of the superintendents this reason was considered to be one of much importance in their decision to move from their last superintendency, and a further 19.8 per cent regarded it as of some importance. Again, therefore, more than half of the respondents (55.0 per cent) attached importance to this particular reason, although for another 44.5 per cent this factor was of no importance or was not applicable (see Appendix L, Table L-II).

"I wished to be closer to a larger city" was a reason of importance stated by 47.1 per cent of the respondents and was ranked third (see Appendix L, Table L-III).

Indicated as being reasons of much or some importance by approximately one-fourth of the superintendents and inspectors, were the next five reasons appearing in Table CVI (see Appendix L, Tables L-IV to L-VIII).

The next four reasons for leaving the previous superintendency listed in Table CVI would appear to be of comparatively little importance. Indeed, for ninety per cent or more of the respondents in each case these reasons were of no importance in the decision to change superintendencies (see Appendix L, Tables L-IX to L-XII). The remaining three reasons listed in Table CVI appeared to be of no importance to respondents in their decision to change superintendencies (see Appendix L, Tables L-XIII to L-XV).

II. ADDITIONAL REASONS FOR HAVING MOVED FROM PREVIOUS SUPERINTENDENCY

Respondents were invited to list other additional reasons for moving from their previous superintendency position. By providing such an open-ended question, respondents were encouraged to express in their own words other particular reasons for having made their last move, and to indicate the degree of importance associated with such reasons. Table CVII reveals that 81.1 per cent of the superintendents listed additional reasons for having moved from their previous

TABLE CVII

ADDITIONAL REASONS FOR HAVING MOVED
FROM PREVIOUS SUPERINTENDENCY

Classification of Reason	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Personal reasons	40.0	33.3	33.3	47.4	48.1	50.0	100.0 41.0
Working conditions	28.6	35.7	40.0	21.1	18.2	25.0	100.0 28.6
Relationships with people	2.9	9.5	6.7	5.3	20.9	25.0	11.5
Total percentage listing additional reasons	71.4	78.6	80.0	73.7	87.0	100.0	100.0 81.1
Total number reporting a change of superintendency	35	42	45	19	77	4	2 0 3 227

positions, and for the vast majority, the reasons specified were described as being of much importance. When the reasons are analysed it is seen that 41.0 per cent were of a personal nature. A further 28.6 per cent were classified within the category, "working conditions," and for 11.5 per cent, the additional reasons given were classified within the category, "Relationships with people."

Further analysis of these additional reasons led to the preparation of Tables CVIII - CX which show why these superintendents moved from one superintendency to the other. In Table CVIII, the additional reasons listed within the classification "Personal" appear. Table CIX shows the additional reasons for changing superintendencies within the classification, "working conditions," and the additional reasons within the classification, "Relationships with people," appear in Table CX.

III. THE LENGTH OF TENURE IN PREVIOUSLY HELD SUPERINTENDENCIES

In order to show the length of tenure in the previous superintendencies, Table CXI was prepared. These data show that the median number of years of service in the previous superintendencies was 4.5, although these medians ranged from a low of 3.6 years in Manitoba, to a high of 7.5 years in Nova Scotia. A total of 37.8 per cent had been in their previous positions for six or more years, while for 14.0 per cent of the respondents, the record of service in the previous

TABLE CVIII

ADDITIONAL REASONS FOR HAVING MOVED FROM PREVIOUS SUPERINTENDENCY
CLASSIFIED AS "PERSONAL REASONS"

Reason	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
More opportunity for my children	11.4	14.3	2.2		15.6	25.0	10.6
The Department invited me to move to take over a new superintendency	8.6		6.7	15.8	6.5	50.0	6.6
I wanted a change, a new field	5.7	7.1	6.7	5.3	1.3		4.4
Family reasons - to be closer to family and relatives	5.7		6.7		5.2		4.0
Health reasons	5.7	2.4		10.5	2.6		3.1
The Department offered me a high school inspectorate		7.1	2.2		2.6		2.6
Religious and racial reasons			4.4	5.3	2.6	25.0	2.6
I wanted to move to a place where I could retire				5.3	5.2	50.0	2.6
Language reasons - I was in a non-English community	2.9	2.4	4.4	5.3			2.2
I wanted to return to the inspectorate service after my teachers' college experience					5.2		1.8

TABLE CVIII (continued)

Reason	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
Other miscellaneous personal reasons					1.3		0.4
Total percentage listing additional reasons classified as "personal reasons"	40.0	33.3	33.3	47.4	48.1	50.0	100.0 41.0
Total number reporting a change of superintendency	35	42	45	19	77	4	4 0 3 227

TABLE CIX

ADDITIONAL REASONS FOR HAVING MOVED FROM PREVIOUS SUPERINTENDENCY
CLASSIFIED AS "WORKING CONDITIONS"

Reason	Percentage of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
<u>Location of superintendency:</u>							
A poor, remote, isolated area							
Poor housing, living, weather conditions	20.0	4.8	22.2		15.6	66.7	14.5
<u>Nature of superintendency:</u>							
Too many small local school districts							
I desired a larger unit of administration	8.6	4.8	8.9	5.3	25.0		4.8
<u>Office conditions:</u>							
Poor office facilities and/or insufficient office assistance		9.5	4.4				2.6
<u>Travelling conditions:</u>							
Poor roads		7.1	2.2	5.3	1.3		2.6
<u>Size of superintendency:</u>							
A need for more supervisory assistance							
Too large a territory - too many teachers			2.2	10.5	1.3	33.3	2.2
Other miscellaneous unsatisfactory working conditions		9.5					1.8
Total percentage listing additional reasons classified as "working conditions"	28.6	35.7	40.0	21.1	18.2	100.0	28.6
Total number reporting a change of superintendency	35	42	45	19	77	4	227

TABLE CX

ADDITIONAL REASONS FOR HAVING MOVED FROM PREVIOUS SUPERINTENDENCY
CLASSIFIED AS "RELATIONSHIPS WITH PEOPLE"

Reason	Percentage of superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S. PEI. NFLD. TOTAL
I had been an assistant to a senior man and wanted to be on my own					13.0		4.4
Because of certain pressures from local and provincial persons of influence, I decided to move			2.2		6.5	25.0	3.1
Because of difficulties with particular individual Board members	2.9	9.5		5.3			2.6
Because of difficulties with other supervisory personnel employed by the Board			2.2		1.3		0.9
Other miscellaneous reasons			2.2				0.4
Total percentage listing additional reasons classified as "relationships with people"	2.9	9.5	6.7	5.3	20.9	25.0	11.5
Total number reporting a change of superintendency	35	42	45	19	77	4	227

TABLE CXI

NUMBER OF YEARS SERVED IN PREVIOUS SUPERINTENDENCY

Number of Years' Service	Percentage of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Less than one			2.2		1.3			0.9
One	8.6	4.8	4.4	21.1	6.5	25.0		7.9
Two	11.4	14.3	6.7	10.5	13.0			11.0
Three	25.7	14.3	26.7	15.8	10.4			17.2
Four	20.0	7.1	4.4	21.1	18.2	25.0		13.7
Five	17.1	9.5	13.3	10.5	9.1			11.5
Six-nine	11.4	33.3	26.7	15.8	23.4	25.0	100.0	23.8
Ten-thirteen	5.7	7.1	15.6		9.1	25.0		8.8
Fourteen-seventeen		7.1		5.3	2.6			2.6
Eighteen-twenty-one		2.4			2.6			1.3
Twenty-two or more					3.9			1.3
Median number of years	3.7	5.7	4.9	3.6	4.5	5.0	7.8	4.5
Total number serving in a previous superintendency	35	42	45	19	77	4	2	0 3 227

superintendency amounted to ten or more years. The table illustrates, therefore, that in their previous positions 80.2 per cent of the superintendents had rendered three or more years' service.

IV. SUMMARY OF CHAPTER XXII

Many factors may be involved when a superintendent leaves one superintendency and moves to another. In this particular chapter, therefore, a study was made of some of the factors involved in superintendency change.

A total of 227 superintendents (48.9 per cent) who had already held at least one previous superintendency were questioned in order to discover who had been responsible for first initiating the last move. More than half (53.7 per cent) indicated that they had requested a move, while a further 32.6 per cent stated that the Department of Education had invited them to move. Another 9.7 per cent indicated that the Department of Education decided that they should move.

The specific reasons as to why superintendents had desired a change of position were also investigated. In order to obtain this information a list of suggested reasons was prepared within the following categories: relationships with people, working conditions, and personal factors. Respondents were then requested to check these reasons, indicating by each its degree of importance in their decision to move from the last superintendency. It was then possible to rank in order of importance each reason listed.

"The new position offered a greater challenge" was the reason ranked first by the respondents as a total group, and for 58.1 per cent of them, this was an important factor. "I considered my new position to be a promotion" was ranked next in importance, and 55.0 per cent of the participants indicated this as being a reason of importance in their decision to move. "I wished to be closer to a larger city" was a reason of importance cited by 47.1 per cent of the respondents and was ranked third. The reason, "too much time spent in travelling," while ranked in fourth position among total respondents, tended to be a factor of importance to inspectors in British Columbia, Manitoba and Newfoundland only. For the great majority of superintendents (72.2 per cent), however, this factor tended to be of no importance. "Being away from home too often" was a reason of importance for 26.0 per cent of the respondents, but again, for a further 73.1 per cent this factor was of no importance. The remaining factors listed appeared to be of little or no importance to the great majority of superintendents.

Respondents were also invited to list additional reasons for having moved from their former superintendencies, and 81.1 per cent of the superintendents did so. While 41.0 per cent listed additional reasons classified as "personal," a further 28.6 per cent specified reasons within the category, "working conditions." Another 11.5 per cent, however, gave additional reasons classified "relationships with people." Within these broad classifications came two reasons of

importance which were mentioned by a significant number of superintendents. These were "the poor, isolated, or remote location of the superintendency with its poor housing, living and weather conditions" and, "to provide more opportunity for my children." It would appear that the majority of superintendents had tended to move from one superintendency to another for personal reasons mainly, and to some extent, because of certain unpleasant working conditions.

It was of interest to discover the length of tenure in previously-held superintendencies. The median number of years of service in the previously-held superintendencies for all respondents was found to be 4.5 years.

CHAPTER XXIII

WHY SUPERINTENDENTS WITHDRAW FROM THE SUPERINTENDENCY

To what extent is superintendency turnover a problem in Canada? Deputy ministers of education and chief superintendents of schools from the various provinces were questioned regarding the extent to which they considered superintendency turnover a problem in their province. The questions directed specifically at these department of education officials were as follows:

"Do you consider that you have a problem in your province with men leaving the superintendency or inspectorate service? To what extent do you experience a turnover of provincial superintendents or inspectors?"

The Deputy Minister of Education for British Columbia in his reply stated:

Superintendency turnover is certainly not a problem in our province. Apart from the men who have been promoted to other positions within the Department of Education, we find very few men leaving the provincial staff.¹

When questioned, the Chief Superintendent of Schools for Alberta answered:

No, I don't think that we have a problem in Alberta with men leaving the superintendency. The one year when we had a big turnover we had several men accepting positions as local superintendents. We also lose the odd

¹Statement by J. F. K. English, personal interview, op. cit.

man to the university. We expect to do this and I think it is good; we don't have enough of them going in there. Now, while some of the older men bemoan the fact that this is a job that people spend their lifetime at, I think we will continue to attract talented young men if they see this position as not being a blank wall ahead of them. They take this job on and they see that it leads to other things. It may be a stepping stone for some, but they enrich it, while they are there. However, many people remain at it. Some of those who enter the field thinking of it as a means of advancement find satisfaction from it and decide to stay. I believe that a job which is fluent and flexible and open-ended is more likely to attract talent than one which seems to put a sealing on it. As long as we can keep feeding in these talented young men, we don't worry, and I think I have been successful in finding these men. It's amazing to find the insight, drive and creativity that some of these young men have. The job tends to develop a man too, and some people, as it were, unfold as a result of it. I see no ill-effects as a result of this turnover but perhaps the older men on staff would not agree with me.²

In answer to these questions, the Chief Superintendent of Schools for Saskatchewan replied:

We have no problem in Saskatchewan with men leaving the superintendency. Occasionally, we will have a superintendent leave to join a teachers' college staff. This is really a transfer because teachers' colleges are still within the jurisdiction of the Department. I might add that a man can transfer back to our staff just as easily. These transfers are usually for family reasons because a man may want to be in a certain place where he can educate his children a little easier, a little cheaper, or even better. Others leave the superintendency for positions of promotion within the Department of Education

²Statement by T. C. Byrne, personal interview, op. cit.

itself, and almost all of our Department staff has been drawn from the superintendency. For example, the high school superintendency positions are filled from superintendents in the field.

We really have no problem of superintendency turnover. Over the past ten years, only about one man has left our staff to become a local superintendent.³

The Deputy Minister of Education for Manitoba replying to these questions stated:

I do not consider that we have a problem with regard to men leaving the inspectorate service. Our turnover in the last fifteen years has involved two resignations to go to other inspection jobs and one dismissal.

Because of salary, and I believe because of salary alone, we do have a recruitment problem. It is quite true that this year we had about 35 applicants for the position of school inspector with only three positions to be filled. I am quite satisfied with the men we will be taking on staff this year, but there have been other years when I would have preferred to have had a better selection of men.⁴

The reaction of the Chief Director of Education for Ontario to these questions was as follows:

Our men do not leave the provincial service in this sense; they do not voluntarily just leave. However, they do leave for better paying jobs and these are the positions as locally-employed superintendents or inspectors of schools Almost without exception, our provincial inspectors who are appointed locally start out as inspectors and then work their way up. Now, when these men leave our provincial service to accept local appointments we do not consider

³Statement by L. H. Bergstrom, personal interview, op. cit.

⁴Statement by Scott Bateman, personal interview, op. cit.

that we have lost them. They are still part of the system. Apart from those who have accepted these positions of local appointment I do not think we lose any men. Some of our inspectors, however, have transferred to teachers' college positions.⁵

Indicating that this was certainly not a problem in his province, the Deputy Minister of Education for New Brunswick remarked:

We have had very few individuals who have resigned to accept other positions. In most cases they stay with us until death or the age of retirement. Generally speaking, we do not find our superintendents leaving the service to take other positions. Turnover is certainly not a problem in this province.⁶

Support for this point of view came also from the Chief County Superintendent of Schools for the province when he declared:

The position of superintendent is a pretty stable one. However, there is a steady promotion or transfer from the position of superintendent to other phases of the Education Department -- for example the positions of Principal of the Teachers' College, Assistant to the Deputy Minister, Director of Vocational Education and the Deputy Minister of Education itself.⁷

The Deputy Minister of Education for Nova Scotia replied in this manner:

Our men may grumble and complain about the salary, but when it comes right down to it they do not wish to leave the Service.⁸

⁵Statement by F. S. Rivers, personal interview, op. cit.

⁶Statement by F. E. MacDiarmid, personal interview, op. cit.

⁷Statement by R. H. Chapman, personal interview, op. cit.

⁸Statement by H. P. Moffatt, personal interview, op. cit.

Of a somewhat different nature, was the reply of the Deputy Minister from Prince Edward Island:

In the past we have had some excellent young men, but the salary was not there to attract them or to keep them there. They went on to post-graduate work and eventually to find positions in other provinces. The fact that salaries are not yet comparable does create a problem.⁹

A similar reply came from the Deputy Minister of Newfoundland when he stated:

We are losing men from our supervisory staff all the time, and this is certainly a problem in Newfoundland. In 1962, we lost at least three men and generally when they leave us they return to teaching

I wouldn't say it was the only remedy, but one would certainly be to increase the salaries. The number one problem seems to be the salaries.¹⁰

I. A STUDY OF 52 SUPERINTENDENTS AND INSPECTORS WHO LEFT THE PROVINCIAL DEPARTMENT OF EDUCATION SERVICE DURING THE PERIOD JANUARY, 1957 - DECEMBER, 1961

In an attempt to determine the extent to which superintendents and inspectors were leaving the provincial service and the reasons for such withdrawal, a further questionnaire was prepared. This instrument

⁹Statement by M. McKenzie, personal interview, op. cit.

¹⁰Statement by P. J. Hanley, personal interview, op. cit.

was devoted to a follow-up of persons who had withdrawn from provincial service during the period, January 1st, 1957 to December 31st, 1961. Departments of education were requested to provide the names of those resigning from active service during this period, and these persons were contacted.

As was to be expected, each of these years had brought a certain number of retirements from provincial service due to old age, and such persons have not been included in the data which follow. In addition, those few who had resigned from active service because of ill-health were also excluded from any data presented in this study. Finally, those superintendents and inspectors from the field who had been promoted to higher positions within the central administrative office of provincial departments of education have also been excluded from the data which follow. In this latter category were found those who, having been promoted to positions of responsibility within the Department, may have left the superintendency or inspectorate branch of the service itself, but had not been called upon to tender their resignations from the provincial department of education service.

It would appear that in the period from January 1st, 1957, to December 31st, 1961, there was a total of 53 withdrawals from provincial service for reasons other than retirement due to old age or ill-health. Every effort was made to contact all 53 former superintendents and inspectors, and as Table CXII indicates, only one of those so contacted failed to return his questionnaire. It will be

TABLE CXII

THE NUMBER OF WITHDRAWALS FROM THE INSPECTION OR SUPERINTENDENCY SERVICE
DURING THE PERIOD JANUARY 1, 1957 TO DECEMBER 31, 1961

	Number of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	N.S.	PEI. Nfld. TOTAL
Number withdrawing	2	15	5	2	20	0	1	2 6 53
Number responding	2	15	5	2	20	0	1	2 5 52
Percentage responding	100.0	100.0	100.0	100.0	100.0	0.0	100.0	100.0 83.3 98.1

noted that in New Brunswick there were no resignations at all during this period, and therefore no data appear from New Brunswick. It becomes apparent from the data in Table CXII that in this five-year period, the number of withdrawals in the provinces of Alberta, Ontario, Prince Edward Island and Newfoundland, in particular, appeared to be high when compared with the number of withdrawals from the remaining provinces of British Columbia, Manitoba, New Brunswick and Nova Scotia.

I. THE STATUS OF 52 FORMER PROVINCIALY-EMPLOYED SUPERINTENDENTS AND
INSPECTORS OF SCHOOLS AFTER WITHDRAWAL FROM THEIR POSITIONS
DURING THE PERIOD, JANUARY, 1957 - DECEMBER, 1961

From information presented in Table CXIII, it is clearly seen that of the total 52 superintendents who had left the provincial superintendency, twenty-two of these had continued in this same avenue of service as school board-employed superintendents and inspectors. Four had accepted posts as assistant superintendents or supervisors of instruction, again as school board employees, but in which they assumed responsibilities very similar in nature to those when previously employed by the Department. Another four had accepted superintendency or administrative positions with the Department of Northern Affairs of the Federal Government. Of the 52 then, who had withdrawn from their provincial positions, 30 (57.7 per cent) had really continued on in what may be described as a similar avenue of service. Eighteen of the twenty Ontario respondents (90.0 per cent) had become board-employed

TABLE CXIII

THE STATUS OF 52 FORMER PROVINCIALY EMPLOYED SUPERINTENDENTS AND INSPECTORS
OF SCHOOLS AFTER WITHDRAWAL FROM THEIR POSITIONS DURING
THE PERIOD JANUARY 1957 - DECEMBER 1961

Status after Withdrawal	Number of Superintendents by Province								TOTAL PERCENTAGE
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI.	NFLD.	
Superintendents of schools (Board-employed)		5	1		9			15	28.8
Inspectors of schools (Board-employed)					7			7	13.5
Assistant superintendents or supervisors (Board-employed)		2			2			4	7.7
Inspectors or superintendents (Federal Government-employed)	1	1	1	1				4	7.7
University professors in faculties of education	1	5		1	1		2	10	19.2
Instructors in teachers' colleges			3					3	5.8
School principals		1			1		1	2	9.6
School teachers		1				1	1	1	7.7
Total number of respondents	2	15	5	2	20	1	2	5	100.0

superintendents, inspectors or assistant superintendents, and eight of the fifteen Alberta participants had also taken a similar step. It would appear, then, that local school boards have been able to attract into their service provincially-employed superintendents and inspectors of schools.

In five of the eight participating provinces there were certain superintendents who had resigned from the Department of Education to enter the faculties of education of certain universities as associate or assistant professors. Altogether, 10 of the 52 respondents (19.2 per cent) were in this category, while a further three former superintendents (all from Saskatchewan) had accepted positions as instructors in teachers' colleges of that province, and as such, were still provincial government employees. The remaining nine respondents had returned to the school situation, five as principals, and four as classroom teachers. The one former inspector from Nova Scotia, and both of the Prince Edward Island men had done this, as had three of the Newfoundland supervising inspectors.

The interesting observation, perhaps, was that each of the 52 former provincial superintendents and inspectors had continued to be very active indeed in positions of an educational nature, none having decided to forsake the profession altogether.

II. THE REASONS FOR WITHDRAWAL FROM SERVICE OF 52 PROVINCIAL-
EMPLOYED SUPERINTENDENTS AND INSPECTORS
DURING THE PERIOD, 1957 - 1961

Respondents were asked to indicate their reasons for withdrawing from the provincial superintendency service. Although the great majority of participants tended to give several reasons for leaving their former positions, no attempt has been made to determine the relative importance of any of these reasons. The responses to this question as reported are therefore presented in Table CXIV.

The fact that the new position offered a better salary prompted 25 of the 52 respondents (48.1 per cent) to forsake their Departmental positions. In particular, 60.0 per cent of the former Alberta superintendents, 40.0 per cent of the Saskatchewan respondents, 45.0 per cent of the Ontario inspectors, 100.0 per cent of the Prince Edward Island men, and 40.0 per cent of the Newfoundland supervising inspectors included this as one of the important reasons for leaving the provincial service. It is interesting to observe that the great majority of these particular respondents had not really abandoned the superintendency or inspectorate position at all, but were now functioning in a similar role as employees of local school boards, or in the case of certain respondents, as employees of the Federal Government. As board-employed superintendents and inspectors they were able to earn considerably more than their colleagues employed by provincial departments of education.

Because so many former provincial superintendents reported that

TABLE CXIV

THE REASONS FOR WITHDRAWAL FROM SERVICE OF 52 PROVINCIALY EMPLOYED
SUPERINTENDENTS AND INSPECTORS DURING THE PERIOD 1957 -1961

Reason	* Number of Superintendents by Province							TOTAL PERCENTAGE
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI.	
The new position offered a better salary		9	2	1	9	2	2	48.1
The new position provided a broader and more challenging area of job responsibilities. I considered it a promotion	1	6	1	1	9		18	34.6
The new position involved far less travelling	5				5	1	11	21.2
The new position afforded better opportunities, educationally, socially and culturally for my family	2		2		6		10	19.2
The new position offered much better living conditions	2		2		4	2	10	19.2
The new position provided the opportunity to be home with my family more often	5				1	2	8	15.4
The new superintendency was more compact in area - a single school system which made for better supervision	2		1		4		7	13.5

TABLE CXIV (continued)

Reason	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. Nfld. TOTAL PERCENTAGE
I desired to locate myself permanently and not be subjected to transfer		2		5			7 13.5
I prefer to work in a larger city				6			6 11.5
The new superintendency attracted a better quality of trusteeship	1	1		1	1	1	5 9.6
I am more interested in the academic life and the stimulation of it	1	3		1			5 9.6
The new superintendency provided me with much better working conditions		4		1			5 9.6
I have a great love for teaching and I enjoy the personal teacher-student relationships			2	1	1		4 7.7
Because my inspectorate was no longer a Department appointment, I was forced to change					3		3 5.8
I desired a change and felt I was getting into a rut			2			1	3 5.8

TABLE CXIV (continued)

Reason	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. Nfld. TOTAL PERCENTAGE
My former position was a very demanding one and the load was too heavy			1		2	3	5.8
Far too much paper work involved in my former position			1		2	3	5.8
Because of the frustration of my previous position - there appeared to be no hope of improving conditions			1		1	1	3 5.8
Miscellaneous reasons given	0	13	5	1	11	0	4 2 36 69.3
Total number of former superintendents reporting reasons for withdrawal from service	2	15	5	2	20	1	2 5 52 100.0
Percentage of former superintendents reporting reasons for withdrawal from service	100.0	100.0	100.0	100.0	100.0	100.0	100.0 100.0 100.0

* Most of the respondents gave several reasons for their withdrawal

the better salary was a reason for their changing positions (it was the most frequently mentioned reason) it was decided to investigate this matter further. Accordingly, in their questionnaire, former superintendents were asked the question, "When you were first appointed to your position (after leaving the provincial service) what did this mean for you in terms of salary?" The data in Table CXV presents a summary of the replies received.

For 38 of the respondents (73.1 per cent), the change in position brought with it an increase in salary, while for another nine respondents (17.3 per cent), salaries remained about the same. It was interesting to observe that two-thirds of these latter participants moved to positions in universities or teachers' colleges where salaries appeared to be somewhat comparable. Five respondents indicated that for them, the change in position meant a decrease of salary, although for two of these, the decreases were nominal amounts only.

Because of the great numbers reporting an increase in salary upon withdrawal from provincial service, it was decided to examine the extent of these increases, and these data are reported in Table CXVI. For 23.6 per cent of the respondents, these increases amounted to five hundred dollars or less, but for a further 39.5 per cent, the increases ranged from \$600 - \$1,999. For another 36.9 per cent, however, the salary increases reported were from \$2,000 to \$3,000 or more. When one remembers that the great majority of these participants reporting increases in salary moved to superintendency and inspectorate positions

TABLE CXV

FORMER SUPERINTENDENTS' REPLIES TO THE QUESTION, "WHEN YOU WERE FIRST APPOINTED TO
YOUR PRESENT POSITION, AFTER LEAVING THE PROVINCIAL SERVICE,
WHAT DID THIS MEAN FOR YOU IN TERMS OF SALARY?"

Salary Outcome	Number of Superintendents by Province								TOTAL PERCENTAGE	
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI.			
Increase in salary		11	3	2	17		1	4	38	73.1
Salary stayed the same	1	4	2		1		1		9	17.3
Decrease in salary	1				2	1		1	5	9.6
Number of respondents	2	15	5	2	20	1	2	5	52	100.0

TABLE CXVI

THE EXTENT OF SALARY INCREASES EARNED BY FORMER
PROVINCIAL SUPERINTENDENTS UPON
WITHDRAWAL FROM SERVICE

Salary Increases in Dollars	Number of Superintendents by Province							TOTAL PERCENTAGE
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI.	
100					1		1	2.6
200								
300		1					1	2.6
400								
500			2		2		3	18.4
600 - 999		1					1	5.3
1,000 - 1,499		1	1	1	4		7	18.4
1,500 - 1,999		3		3			6	15.8
2,000 - 2,499		2		1	2		5	13.2
2,500 - 2,999		1			1		3	7.9
3,000 or more		2			4		6	15.8
Number reporting a salary increase	0	11	3	2	17	0	1	100.0
Total number of respondents	2	15	5	2	20	1	2	52

as board employees, one realizes again that the salary differential between these types of positions must be very marked indeed.

For 34.6 of the former department of education superintendents and inspectors, their new positions provided a broader and more challenging area of job responsibility. Others, whose stated reasons were also placed within this same category, regarded their new superintendencies as promotions or as being positions in which their role was now one of much greater importance than previously. Again, it was found upon further investigation that the respondents giving this reason were also the men who had left department of education positions to accept superintendencies or inspectorates with local school boards, or with the Federal Government in the North West Territories.

For another 21.2 per cent of the respondents, their new superintendency or inspectorate positions being in larger urban centres, did not necessitate any great amount of travelling, and this was a factor of some importance in their decision to make the move. One-third of the Alberta superintendents, and one-fourth of the Ontario inspectors cited this as a reason for withdrawing from provincial service.

That the new position afforded better opportunities educationally, culturally and socially for their families was the reason given by a further 19.2 per cent of the respondents. Others, whose stated reasons were classified within this category, indicated that to some extent, educational, social and cultural deprivation, as a result of

living in remote rural areas, caused them to seek the change to an urban type community. Certain of the respondents from Alberta, Saskatchewan, and Ontario indicated this as a reason of importance in their seeking the change.

Of a similar type was the reason given by a further 19.2 per cent of the former superintendents who intimated that it was the opportunity for better living conditions that prompted their decision. Again, the respondents from Alberta, Saskatchewan, Ontario and Newfoundland whose reasons were placed within this classification tended to be the same participants who had also been looking for better educational, social and cultural opportunities for their families.

As well as the desire to avoid the continuous travelling, 15.4 per cent of the respondents (from the provinces of Alberta, Ontario, and Newfoundland) reported that their new positions would provide them with the opportunity to be at home with their families more often.

Because they no longer wished to superintend large spread-out school districts often under the jurisdiction of several small school boards, 13.5 per cent of the respondents made the move to more compact urban school districts. These urban districts may be described as single school systems operating under the direction of one school board only, and consequently, are districts in which supervision and administration may perhaps be undertaken in a more effective manner.

The desire for security of tenure of locale, or the wish to be located permanently was the reason accounting for a further 13.5 per

cent of responses. The apparent necessity of having to make several moves as a department of education man in order to finally obtain a desirable location, or as is the case in certain provinces, the fact that one may be subjected to transfer at any time, would appear to be an undesirable aspect of provincial service for these respondents, and hence the desire to change. Six of the Ontario inspectors who had accepted positions as superintendents and inspectors in the employ of municipal boards, each stated simply that they preferred to be a city superintendent.

Five other superintendents remarked that in the larger urban superintendencies one could find a better quality of trusteeship. Another 9.6 per cent remarked that in the urban centres one had the opportunity to work with school boards composed of elected people whose understanding of the educational needs of their area was more sympathetic.

Five of the former superintendents (9.6 per cent) who had resigned to accept university positions in faculties of education intimated that they were more interested in, and preferred the academic life, and the stimulation derived from its environment. Some of the respondents in citing this reason also indicated that it had been their ultimate goal. From ten former superintendents who had resigned to undertake university teaching in faculties of education, this single reason was the most frequently cited. Others who had left to accept positions in teachers' colleges, as well as certain respondents in the previously mentioned classification, indicated that their great love for teaching or the

sheer enjoyment of the personal teacher-student relationships prompted their return to this sphere of education activity. Again, four of the respondents, all teaching in faculties of education or teachers' colleges, remarked that the opportunity for their own professional development and improvement was one of the important reasons in their decision to discontinue as superintendents in the field.

The following other reasons, each given by three individual respondents, have been listed for convenience as follows:

Because of a change in the School Act my inspectorate was no longer a Departmental appointment, and I was therefore forced to make a change.

I simply desired a change or considered that I was getting into a rut.

My former position was a very demanding one and the load was too heavy.

There was far too much paper work involved in my former superintendency.

The utter frustration of my position. There appeared to be no hope of improving conditions.

Because of the open-ended nature of this question, a great variety of reasons for the discontinuance in provincial service was offered. Because of the extremely varied nature of these reasons a further category within the classification, "miscellaneous," appears in Table CXIV, and 69.3 per cent of the respondents listed reasons which have been placed within this category. While the majority of these amounted to reasons of an individual nature, in some cases, two former superintendents had each cited this particular reason. Some

of the miscellaneous factors mentioned by two superintendents were as follows:

My new position offered a potentially better salary eventually.

The new position carried with it a greater prestige or status.

The new position gave me the opportunity to see other parts of Canada.

The new position afforded me the opportunity to broaden my experience.

In my former position there appeared to be no recognition at all of my labours.

There was little hope for promotion in my former position.

My new position provides me with much more free time for myself.

Among the miscellaneous reasons given by individual former superintendents were the following:

I felt I would be less restricted.

The new position meant an evasion of clerical duties, reports, meetings, etc.

I left to do a more specific and confined nature of work without any loss of freedom.

Department of Education regulations at the time I resigned discouraged further educational training.

Adventure.

My new field of work was more suited to my training.

I can now plan my own program without any interruption from anyone.

I left to try something new, but with the certain knowledge that I could return to the Department if I wished to.

I left with the hope of being able to render better service in a teachers' college.

I was absolutely tired of the many night meetings.

I felt there was a lessening in value and place of the Superintendent.

A desire to return to my principal status.

At times I did not get much co-operation from the Department.

More opportunity to attend conferences and conventions in my present position.

I wished to gain further supervisory experience, but of a different kind.

I am now spreading my energies less.

The thought that in a small way I could have a part in the developing of something worthwhile to other people.

III. THE NUMBER OF SUPERINTENDENCIES HELD BY FORMER PROVINCIAL SUPERINTENDENTS

Table CXVII shows that 67.3 per cent of the former provincial superintendents had held only one superintendency before leaving the service. A further 23.1 per cent had held two superintendencies and 5.8 per cent had held three. One superintendent had held four such provincial positions and another had held six.

TABLE CXVII

THE TOTAL NUMBER OF SUPERINTENDENCIES
HELD BY FORMER SUPERINTENDENTS

Number of Superintendencies Held	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. Nfld. TOTAL PERCENTAGE
One	1	7	4	1	15	1	1 35 67.3
Two		5	1		5	1	12 23.1
Three		2		1			3 5.8
Four		1					1 1.9
Five							
Six	1						1 1.9
Number of respondents	2	15	5	2	20	1	2 52 100.0

IV. THE NUMBER OF YEARS OF PROVINCIAL SUPERINTENDENCY SERVICE GIVEN BY FORMER SUPERINTENDENTS

Table CXVIII shows that 36.5 per cent of the group of former superintendents had given between one and three years' service, while another 25.0 per cent had rendered between four and six years. While it was interesting to record that 38.4 per cent of the respondents had given seven or more years' superintendency service, 13.4 per cent of the group had contributed nineteen or more years in such a capacity. The median number of years' service for the group as a whole was 5.1 years, and this median ranged from two years in Newfoundland, to eleven years in British Columbia and Manitoba.

V. COULD FORMER SUPERINTENDENTS RETURN TO THE PROVINCIAL SERVICE IF THEY DESIRED?

Former superintendents were also asked the question, "Do you feel that if you so desired you could return to the provincial service as a superintendent or inspector?" The replies to this question appear in Table CXIX. A total of 75.0 per cent of all former superintendents felt quite sure that they could return to provincial service if they so desired. Another six superintendents were uncertain on the matter, and expressed the view that they really did not know just what department of education policy was in this regard. Seven superintendents (13.5 per cent) felt quite certain that they would not be able to return to provincial service. Further investigation revealed that

TABLE CXVIII

THE TOTAL NUMBER OF YEARS SERVED IN THE SUPERINTENDENCY
BY FORMER SUPERINTENDENTS

Number of Years	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. NFLD. TOTAL PERCENTAGE
Less than one year							
1 - 3	1	5	1	1	6	1	4 19 36.5
4 - 6		3			9		1 13 25.0
7 - 9		3	2		1	1	
10 - 12			1		3		7 13.5
13 - 15		1					4 7.7
16 - 18					1		1 1.9
19 - 21	1	2	1		1		5 9.6
22 - 24							
25 or more years		1		1			2 3.8
Median number of years	11	6	8.8	11	4.8	5	2 5.1
Number of respondents	2	15	5	2	20	1	2 52 100.0

TABLE CXIX

THE REPLIES OF FORMER SUPERINTENDENTS TO THE QUESTION, "DO YOU FEEL THAT
IF YOU SO DESIRED YOU COULD RETURN TO THE PROVINCIAL
SERVICE AS A SUPERINTENDENT OR INSPECTOR?"

Nature of Reply	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. Nfld. TOTAL PERCENTAGE
Yes	2	12	5	2	12	2	4 39 75.0
Uncertain		2			3		1 6 11.5
No		1			5	1	7 13.5
Number of respondents	2	15	5	2	20	1	2 5 52 100.0

their ages would perhaps be a limiting factor if they wished to return to provincial service.

VI. THE EXTENT TO WHICH FORMER SUPERINTENDENTS INTEND
TO RETURN TO THE PROVINCIAL SERVICE

Former superintendents in their Questionnaire were asked the question, "Do you ever intend to return to the (provincial) superintendency or inspectorate service?" A five-response scale ranging from "certainly," to "certainly will not," was employed, and the replies of the 52 respondents to this question appear in Table CXX. Eight of the former superintendents (15.4 per cent) indicated that they certainly would not return to the provincial service, and a further 34 respondents (65.4 per cent) reported that they probably would not. While another seven former superintendents (13.5 per cent) were uncertain on this question, three former provincial inspectors (5.8 per cent) indicated that they probably would return. Further follow-up showed that, at the time of writing, only one of these 52 respondents had indeed returned to service (not as a superintendent) with his provincial department of education.

VII. DO FORMER SUPERINTENDENTS NOW WISH THEY HAD CONTINUED
AS PROVINCIAL SUPERINTENDENTS?

Former superintendents in their Questionnaire were also asked the question, "Do you now wish you had continued as a (provincial)

TABLE CXX

THE RESPONSES OF FORMER SUPERINTENDENTS TO THE QUESTION, "DO YOU
EVER INTEND TO RETURN TO THE PROVINCIAL SUPERINTENDENCY
OR INSPECTORATE SERVICE?"

Nature of Reply	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. Nfld. TOTAL PERCENTAGE
Certainly will not	2	1			2	1	2 8 15.4
Probably will not		10	3	1	17		3 34 65.4
Uncertain		4	2			1	7 13.5
Probably				1	1	1	3 5.8
Certainly							
Number of respondents	2	15	5	2	20	1	2 5 52 100.0

superintendent or inspector?" The replies to this question appear in Table CXXI. Although 46 of the respondents (88.5 per cent) replied, "No," to this question, and another four (7.7 per cent) were "uncertain," for two former superintendents the reply was, "Yes." It would therefore appear that for the great majority of former superintendents there were no regrets associated with having left the provincial service.

VIII. WOULD FORMER SUPERINTENDENTS AGAIN CHOOSE THE
SUPERINTENDENCY AS A CAREER?

Former superintendents were also asked the question, "If you had the opportunity to begin again would you choose the superintendency or inspectorate as a career?" A five-response scale ranging from "certainly would," to "certainly would not," was employed, and the responses to this question are contained in Table CXXII. There appears little doubt that the majority of former superintendents would again choose the superintendency as a career. Only three respondents (5.8 per cent) reported that they certainly would not again choose the school superintendency as a career. Another seven former superintendents (13.5 per cent) indicated that they probably would not again choose the superintendency, and one respondent was uncertain. However, for 46.2 per cent of the respondents, the reply was "certainly would," and for another 32.7 per cent, "probably would," was the response. By combining these two latter categories of response it can be seen that 78.9 per cent of the respondents, if given the opportunity to begin again, would likely choose as a career the superintendency or inspectorate.

TABLE CXXI

THE RESPONSES OF FORMER SUPERINTENDENTS TO THE QUESTION,
 "DO YOU NOW WISH YOU HAD CONTINUED AS A PROVINCIAL
 SUPERINTENDENT OR INSPECTOR?"

Nature of Response	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. NFLD. TOTAL PERCENTAGE
No	2	14	4	2	17	1	1 46 88.5
Uncertain			1		3		4 7.7
Yes		1				1	2 3.8
Number of respondents	2	15	5	2	20	1	2 52 100.0

TABLE CXXII

THE REPLIES OF FORMER SUPERINTENDENTS TO THE QUESTION, "IF YOU HAD THE OPPORTUNITY
TO BEGIN AGAIN, WOULD YOU CHOOSE THE SUPERINTENDENCY
OR INSPECTORATE AS A CAREER

Nature of Reply	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.B.	PEI. Nfld. TOTAL PERCENTAGE
Certainly would		9	3	1	11		24 46.2
Probably would	1	3	2	1	6	1	17 32.7
Uncertain		1					1 1.9
Probably would not	1	2		3		1	7 13.5
Certainly would not						1	2 5.8
Number of respondents	2	15	5	2	20	1	52 100.0

IX. DO FORMER SUPERINTENDENTS NOW HOLD A POSITION WHICH THEY
ENJOY MORE THAN THE PROVINCIAL SUPERINTENDENCY?

Former superintendents were asked the question, "Do you now hold a position which you enjoy more than that of (provincial) superintendent or inspector?" From the replies appearing in Table CXXIII one may safely conclude that the majority of former superintendents enjoyed more their present positions. A total of 76.9 per cent of the respondents replied, "Yes," to the question, while another six superintendents (11.5 per cent) were "uncertain." Another six inspectors (11.5 per cent) considered that they did not now hold a position which they enjoyed more than the provincial superintendency position.

X. THE EXTENT TO WHICH FORMER PROVINCIAL SUPERINTENDENTS
ARE SATISFIED WITH THEIR PRESENT POSITIONS

To what extent are former provincial superintendents satisfied with their present positions? The respondents were therefore asked to indicate their degree of satisfaction on a six-point scale ranging from, "I can think of no position which would give me greater satisfaction," to "I am very dissatisfied." The responses to this particular question by the 52 respondents appear in Table CXXIV.

Ten former superintendents (19.2 per cent) answered, "I can think of no position which would give me greater satisfaction," and a further 46.2 per cent remarked, "I am very satisfied." By combining these two first categories it can be seen that almost two-thirds of

TABLE CXXIII

THE REPLIES OF FORMER SUPERINTENDENTS TO THE QUESTION, "DO YOU NOW HOLD A POSITION WHICH YOU ENJOY MORE THAN THE POSITION OF PROVINCIAL SUPERINTENDENT OR INSPECTOR?"

Nature of Reply	Number of Superintendents by Province							
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI.	NFLD. TOTAL PERCENTAGE
Yes	2	12	3	2	14	1	1	5 40 76.9
No		2			4			6 11.5
Uncertain		1	2		2		1	6 11.5
Number of respondents	2	15	5	2	20	1	2	5 52 100.0

TABLE CXXIV

FORMER SUPERINTENDENTS' OPINIONS AS TO THE DEGREE OF
SATISFACTION WITH THEIR PRESENT POSITIONS

Degree of Satisfaction	Number of Superintendents by Province						
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI. Nfld. TOTAL PERCENTAGE
I can think of no position which would give me greater satisfaction	1	4		1	3	1	10 19.2
I am very satisfied	1	6	3		12		2 24 46.2
With some reservations I am quite satisfied		5	2	1	4	2	2 16 30.8
I am a little dissatisfied					1	1	2 3.8
Number of respondents	2	15	5	2	20	1	2 5 52 100.0

the former superintendents (65.4 per cent) are very satisfied with their new positions. Another 30.8 per cent indicated that, "with some reservations I am quite satisfied." Only two inspectors indicated, "I am a little dissatisfied."

XI. DO FORMER SUPERINTENDENTS INTEND TO CONTINUE IN THE FUTURE IN THEIR PRESENT POSITIONS?

Some indication of the degree of satisfaction with their present positions was gained from the answers to the following question asked of all former superintendents. "Do you intend to continue in the future in your present position?" Again, there was employed a five-point scale of responses which ranged from "certainly," to "certainly not." Former superintendents' responses are presented in Table CXXV.

A total of 63.5 per cent of the respondents were certain that they would be continuing in their present positions, while a further 28.8 per cent thought that "probably" they would. From these two categories of response there would appear to be no doubt that the majority of former superintendents will continue in their present position. Two respondents expressed uncertainty, and another one indicated that he would "probably not" continue in his present position, while another indicated that he would "certainly not" continue.

XII. SUMMARY OF CHAPTER XXIII

In this chapter, there was a study to determine the extent to

TABLE CXXV

THE REPLIES OF FORMER SUPERINTENDENTS TO THE QUESTION,
"DO YOU INTEND TO CONTINUE IN THE FUTURE IN YOUR
PRESENT POSITION?"

Nature of Reply	Number of Superintendents by Province							TOTAL PERCENTAGE
	B.C.	ALTA.	SASK.	MAN.	ONT.	N.S.	PEI.	
Certainly	2	9	1	1	16	1	3	63.5
Probably		4	4	1	3		1	28.8
Uncertain		1					1	3.8
Probably not					1		1	1.9
Certainly not							1	1.9
Number of respondents	2	15	5	2	20	1	5	100.0

which provincially-employed superintendents and inspectors are leaving the service.

From the results of interviews conducted with deputy ministers of education and chief superintendents of schools, superintendency turnover did not appear to be a problem in seven of the provinces, although in Prince Edward Island and Newfoundland it did constitute somewhat of a difficulty. In these two provinces, in particular, superintendency turnover tended to be due to the low salaries paid.

Investigation revealed that in the period from January 1st, 1957, to December 31st, 1961, 53 superintendents withdrew from provincial department of education service for reasons other than retirement or ill-health. A questionnaire devoted to a follow-up of these persons who had withdrawn from provincial service was prepared and distributed, and every effort was made to contact them. Returned questionnaires were received from 98.1 per cent of these former superintendents, and all nine provinces were represented with the exception of New Brunswick. Comparatively speaking, it appeared that withdrawals from the provinces of Alberta, Ontario, Prince Edward Island and Newfoundland tended to be greater than those from the remaining provinces.

Of the 52 returning completed questionnaires, 57.7 per cent had really continued in the same avenue of service, but as board-employed superintendents and inspectors, as assistant superintendents, or in similar positions employed by the Federal Government in the Department of Northern Affairs. Large numbers of the Alberta and Ontario men, in

particular, had left the provincial service in order to accept appointments with local school boards. A further 25.0 per cent of the superintendents had accepted positions as professors or instructors in universities or teachers' colleges. The remaining 17.3 per cent had returned to school systems as either principals or classroom teachers. The significant point, perhaps, is that each of the former superintendents had remained very active in education, and that none had forsaken it.

Respondents were then asked to indicate their reasons for resigning from the provincial superintendency service, and the majority of the participants tended to indicate several reasons for doing so. The following appeared to be the most important reasons why men had left the provincial superintendency service. "The new position offered a better salary," was mentioned by 48.1 per cent of the participants. Further investigation revealed that for 73.1 per cent of the respondents the change of position brought with it an increase in salary. For 39.5 per cent of these, the salary increase ranged from \$600 - \$1,999, while for another 36.9 per cent, the salary increases reported were from \$2,000 - \$3,000 or more. When it was considered that the great majority of these participants reporting increases in salary had moved to superintendency or inspectorate positions as board employees, one realized again that the salary differential between these types of positions was considerable indeed.

The next reason of importance why men had left the provincial

superintendency service could be stated as, "the new position provided a broader and more challenging area of job responsibility," and 34.6 per cent of the respondents mentioned this. "The new position involved far less travelling," was a factor of importance in their decision to move for another 21.2 per cent of the respondents. "The new position afforded better opportunities, educationally, socially and culturally for my family," was the reason ranked next in importance by 19.2 per cent of the participants, and "the new position offered much better living conditions," was another factor mentioned by a similar 19.2 per cent of the group.

The next group of reasons listed in order of importance by approximately ten per cent or more of the respondents was as follows:

The new position provided the opportunity to be home with my family more often.

The new superintendency was more compact in area -- it tended to be a single school system which made for better supervision.

I desired to locate myself permanently and not be subjected to transfer.

I prefer to work in a larger city.

The new superintendency attracted a better quality of trusteeship.

I am more interested in the academic life and the stimulation of it.

The new superintendency provided me with much better working conditions.

Many other reasons mentioned with less frequency were given, but it would appear that the above were those worthy of inclusion in

the summary.

Investigating the service performed by former superintendents, it would appear that 67.3 per cent of them had held only one superintendency, while a further 23.1 per cent had held two, and 9.6 per cent had held three or more such positions. While 36.5 per cent of the group had rendered between one and three years' provincial superintendency service, another 25.0 per cent had given between four and six years. A total of 38.4 per cent had given seven or more years' service, and 13.4 per cent of the group had rendered nineteen or more years. The median number of years' service for the group as a whole was 5.1 years.

Apart from those who were very close to retirement age, the majority of the former superintendents believed that they would be able to return to the provincial superintendency staff if they so desired. However, when questioned as to their intention of doing so, the great majority (80.8 per cent) were of the opinion that this was not likely. It would also appear that for the great majority of former provincial superintendents, there were no regrets at having left the provincial service. A total of 88.5 per cent indicated that they did not now wish they had continued on as provincial superintendents. However, although former provincial superintendents appeared to have no regrets at having left the provincial staff, and although they did not intend to return to it, it seemed that the great majority of them (78.9 per cent) if given the opportunity to begin again, would choose

the superintendency or inspectorate as a career.

Questioned as to the degree of satisfaction with their present positions, 76.9 per cent of the former superintendents indicated that they now held a position which they enjoyed more than the provincial superintendency. A total of 65.4 per cent of them signified that they were very satisfied with their new positions, while 30.8 per cent indicated that they were quite satisfied. There would appear to be little doubt that the majority of former superintendents will continue in their present positions; 63.5 per cent of them were certain that they would be continuing in their present positions, while a further 28.8 per cent thought that probably they would.

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